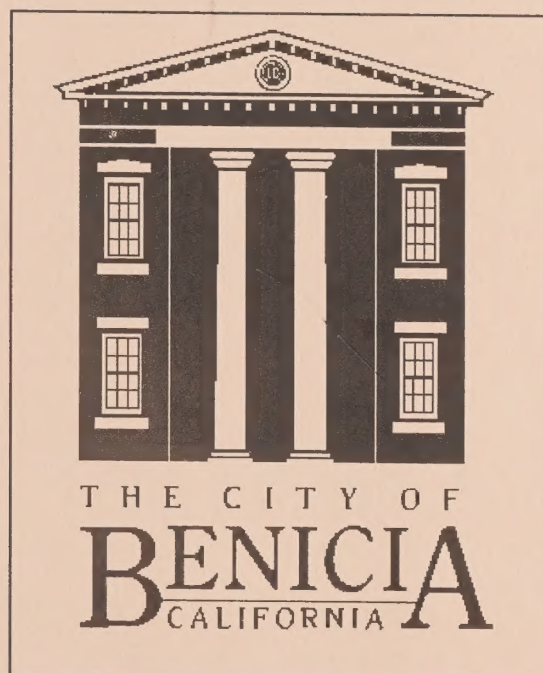


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1999 – 2006

HOUSING ELEMENT

Adopted May 20, 2003

Prepared for the City of Benicia by

PARSONS

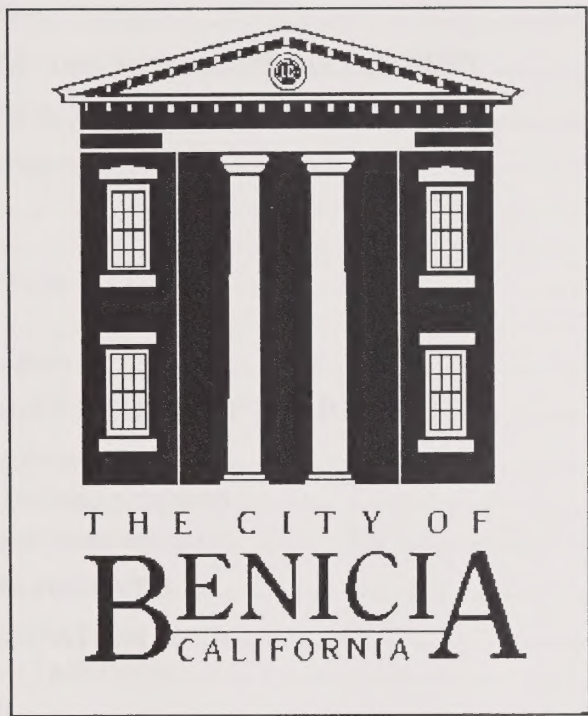


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CITY OF BENICIA

1999-2006
HOUSING ELEMENT

Adopted May 20, 2003

- Resolution 03-66: Negative Declaration
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1. INTRODUCTION

The Housing Element of the General Plan is a comprehensive statement by the City of Benicia of its current and future housing needs and proposed actions to facilitate the provision of housing to meet those needs at all income levels. The purpose of the Housing Element is to establish specific goals, policies, and objectives relative to the provision of housing, and to adopt an action plan to accomplish these intentions. In addition, the Element identifies and analyzes housing needs, and resources and constraints to meeting these needs.

California state law (Government Code Sections 65580 through 65589) mandates the contents of the housing element. By law, the housing element must contain:

- an assessment of housing needs and an inventory of resources and constraints relevant to meeting those needs;
- a statement of the community's goals, quantified objectives, and policies relevant to the maintenance, improvement, and development of housing; and
- a program that sets forth a five-year schedule of actions that the local government is undertaking or intends to undertake to implement the policies and achieve the goals and objectives of the housing element.

The housing element must also:

- be consistent with other general plan elements;
- provide clear policy and direction for making decisions pertaining to zoning, subdivision approval, housing allocations, and capital improvements;
- identify adequate residential sites available for a variety of housing types for all income levels;
- assist in developing adequate housing to meet the needs of very low-, low- and moderate-income households;
- address governmental constraints to housing maintenance, improvement, and development;
- conserve and improve the condition of the existing affordable housing stock; and
- promote housing opportunities for all persons.

BASIS FOR THE CITY'S HOUSING GOALS

The 1999 – 2006 Housing Element update reflects an evaluation of changes in community conditions in Benicia since the current Element was adopted in 1994, and recommends modifications to programs contained in the Element because of that evaluation. Information on community conditions and characteristics was collected and analyzed as part of the Housing Assessment Report (Appendix A). This report contains an analysis of population and housing characteristics, identifies housing needs for certain special population groups, evaluates housing conditions, analyzes employment trends, and provides other important information to guide the goals, policies, and program actions of this Element.

The City of Benicia has experienced significant changes over the past decade that affects housing availability and affordability. These changes do not so much reflect rapid population growth or development as they reflect social and economic trends that are changing the face of the community and the cost of housing. Among these changes are an aging population, an influx of higher income households, a decline in substandard housing, and median housing costs that are well above those in surrounding communities. Through the review and analysis of data regarding changes in community conditions and trends over the past decade, the City has concluded that:

- The character and quality of existing housing and residential neighborhoods will continue to define the City and be critical to its desirability due to the City's near build-out status.
- The number of seniors in Benicia will increase over the next 10 to 20 years due to the high percentage of adults who are currently in their mid-40s to mid-50s.
- Average incomes have risen faster in Benicia than countywide due to an influx of professionals, managers, and others with higher incomes.
- Most of the jobs being created in Benicia pay salaries and wages in the low- and moderate-income range.
- New arrivals have invested in upgrading the City's housing, thereby reducing the incidence of substandard housing.
- Housing costs in Benicia have increased faster than local incomes and faster than in surrounding communities.

The City has proposed goals, policies, and programs to address these findings and conclusions.

The City's 1999 – 2006 Housing Element is based on six goals that provide direction and guidance for meeting the City's housing needs over the next five years.

1. Improve the institutional framework and remove governmental constraints for providing affordable housing, to the extent feasible and within the City's control.
2. Promote the development of an adequate supply and mix of housing to meet existing and future housing needs.
3. Accommodate the housing needs of special population groups.
4. Preserve and improve the existing housing stock.
5. Ensure equal housing opportunities for all persons in Benicia regardless of race, religion, sex, marital status, ancestry, national origin, color, disability, family status, sexual orientation, or source of income.
6. Improve the energy efficiency of the housing stock in Benicia.

The City's proposed programs can be summarized as follows:

- establish priorities for increasing the supply of housing for seniors,
- provide additional affordable housing for low-income families,
- maintain the character and quality of housing and residential neighborhoods,
- increase the supply of housing affordable to those employed in Benicia,
- provide additional housing choices for moderate- and above-moderate-income households, and

- increase homeownership opportunities, while providing rental housing for those who do not desire or cannot afford homeownership.

The ability of Benicia to address these issues is limited by the availability of funding, staffing levels that the City can afford to maintain, and other constraints beyond the City's control; therefore, many of the City's strategies require collaboration and partnerships with other public agencies and private organizations.

2. EVALUATION OF THE 1994 HOUSING ELEMENT

An important aspect of the Housing Element is an evaluation of achievements under the policies and implementation programs included in the previously adopted Housing Element. The evaluation provides valuable information on the extent to which programs have been successful in achieving stated objectives and addressing local issues, and the extent to which these programs continue to be relevant in addressing current and future housing needs in Benicia. The evaluation provides the basis for recommended modifications to policies and programs and the establishment of new objectives in the Housing Element.

The following is a summary of several of the City's achievements under the 1994 Housing Element. A full evaluation and analysis of the City's 1994 program actions and objectives is included in Appendix B.

- With assistance from the Benicia Housing Authority, the City has successfully applied for three \$500,000 Community Development Block Grants (CDBG) and two \$35,000 Technical Assistance (TA) Grants.
 - The 1994 CDBG grant funded 12 loans that resulted in the rehabilitation of 11 single-family homes and a 28-unit apartment building. A total of 45 very low- and 34 low-income persons benefited from this grant. Four of the assisted households were headed by senior citizens, two were disabled, and 12 were female-headed households.
 - The 1998 CDBG grant funded three rehabilitation projects that improved 42 units and benefited 18 physically challenged individuals, 35 female heads of household, and 32 households with incomes at or below the very low-income threshold. This grant also provided \$99,250 for soft costs for a 12-unit homeownership project for low- and very low-income households, and funded the completion of a roofing and heating system-related improvement project for Casa Vilarrasa, a low-income senior housing facility.
 - The 1999 CDBG grant paid for a portion of the Casa Vilarrasa heating improvements. The remainder of the grant funded three other CDBG eligible, but non-housing related, activities.
 - The 1999 TA grant funded site studies for a 56-unit rental housing project affordable to very low- and low-income households.
 - The 2000 TA grant funded data collection on households with special needs, a housing conditions survey, and a conversion analysis of a 75-unit publicly-owned housing development (Capitol Heights).
- The City has entered into a partnership with three non-profit housing developers: Habitat for Humanity, Solano Affordable Housing Foundation, and Affordable Housing Affiliation. This partnership has or will result in the construction of 70 units affordable to low- and very low-income households.

- The City amended its Zoning Ordinance in 1999 to allow detached second units on lots of 6,000 square feet or larger, thereby reducing the minimum lot size. In 1999, the City also amended the Zoning Ordinance to eliminate the requirement for covered parking for a second unit. Further, the City has reduced certain fees (e.g., sewer and water connections) for second units by 50 percent of what is assessed for a single-family unit.
- The City has waived fees, deferred fees, and/or donated land for five affordable housing projects (Habitat for Humanity, Hearthstone, Bay Ridge, Rockridge, and Eagle Glen) for a combined value \$3,766,530.
- The City adopted an Inclusionary Housing Ordinance in November 2000. No projects proposed since the adoption of the ordinance have triggered the requirement.
- The City currently works cooperatively with the Community Action Council (CAC) to provide comprehensive services for the homeless, including employment counseling, education, job training, job development and placement, housing assistance, substance abuse counseling and referral, and other similar services. The City has also prepared letters of support for the CAC when they have applied for funding, and has directly funded CAC's services through the City's CDBG block grant funds.
- The City amended its Subdivision Ordinance in 2002 to allow reduced bonds for affordable housing projects.
- The City Council adopted a resolution in August 2002 to issue multi-family housing revenue bonds by the California Communities Development Authority for the Bay Ridge affordable rental project.

3. GOALS, POLICIES, AND PROGRAMS

INSTITUTIONAL FRAMEWORK

Goal 1: Improve the institutional framework and remove governmental constraints for providing affordable housing, to the extent feasible and within the City's control.

Policies

- Policy 1.01 Maintain and expand working relationships with non-profit housing providers, including the Benicia Housing Authority.
- Policy 1.02 Continue to educate the public on affordable housing issues.
- Policy 1.03 Continue to review and revise, as necessary, regulatory standards applicable to compliance with State housing law to remove significant governmental constraints.
- Policy 1.04 Assume an active leadership role in attaining the goals of the City's Housing Element, and encourage public participation by all economic segments of the community in implementing the programs specified in the Housing Element.
- Policy 1.05 Allow live/work units in appropriate locations.
- Policy 1.06 Continue to provide incentives for affordable housing.

Implementation Programs

Program 1.01 Work cooperatively with the Housing Authority to coordinate affordable housing activities and implement the policies and programs of the Housing Element. Cooperation will include the following:

1. consult the Housing Authority in updating the City's Housing Element,
2. continue to share agendas between the City and the Housing Authority,
3. collaborate with the Housing Authority on strategies so that Housing Element and Housing Authority programs are complementary,
4. consult the Housing Authority during the annual review of the Housing Element, and
5. consult the Housing Authority to assist with the placement of individuals in units produced by the inclusionary housing ordinance and other affordable projects.

Responsibility: Community Development Department and Housing Authority

Time Frame: Ongoing 1999 – 2006

Funding: General Fund

Program 1.02 Maintain and expand the City's relationships with non-profit housing providers through the following actions:

1. maintain an available sites inventory and provide this inventory to nonprofit housing providers,
2. expedite review of residential development proposals that include affordable housing units,
3. provide pre-application technical assistance to affordable housing providers to determine project feasibility and address zoning compliance issues in the most cost-effective and expeditious manner possible, and
4. provide information within the City's possession to support affordable housing funding requests.

Responsibility: Assistant City Manager and Community Development Department

Time Frame: Ongoing 1999 – 2006

Funding: General Fund

Program 1.03 Continue to implement development permit processes to reduce the cost of providing affordable housing, which includes actions to:

1. provide a fast-track processing procedure for housing projects affordable to low- and moderate-income households;
2. review annually and amend as appropriate the permit fee schedule as it affects small, attached single-family dwellings to achieve parity with development fees for other types of housing (last amended 2000);
3. defer, waive, or reduce certain development fees, portions of fees, or combinations of fees for the affordable portion of any project with the minimum percentage of affordable housing units pursuant to (or in excess of) the requirements of Program and Policy 2.01;
4. provide for the reduction or waiver of certain development fees, portions of fees, or combinations of fees for the residential affordable portion of any commercial project; and
5. amend Benicia Municipal Code, Chapter 1.20, to include language permitting the City Council to waive or reduce fees when a project provides affordable housing units.

Responsibility: City Council and Community Development Department

Time Frame: #1, 3 and, 4: Ongoing 1999 – 2006

#2: Annually 1999 – 2006

#5: December 2003

Funding: General Fund

Program 1.04 Continue to implement, or revise, Zoning Ordinance standards to facilitate the provision of affordable housing. Zoning standards affected by this program include:

1. reduction in the minimum lot size for detached second units (from 10,000 to 6,000 square feet (accomplished and ongoing action);
2. elimination of the requirement for covered parking for second units (accomplished and ongoing action);
3. conforming the City's density bonus incentive to state density bonus law (Government Code Sections 65915 – 65917);
4. establish guidelines for alternative property development standards that the decision-making body may approve for projects containing the minimum percentages of affordable housing units pursuant to (or in excess of) the requirements of Program and Policy 2.01; and
5. clarification that standards for boarding houses, which restrict the number of boarders in single-family residences, do not apply to Limited Residential Care facilities, which are allowed by right in the Single-Family zone.

Responsibility: City Council, Planning Commission, and Community Development Department

Time Frame: #1 and 2: 1999 – 2006; completed and ongoing implementation
#3 – 6: December 2004; amend Zoning Ordinance

Funding: General Fund

Program 1.05 Amend the Zoning Ordinance to ensure that projects are constructed at least at the minimum required density in the RM (minimum 8 units per acre) and RH (minimum 15 units per acre) districts to preserve the limited supply of multi-family zoned land for multi-family uses.

Responsibility: City Council and Community Development Department

Time Frame: December 2003

Funding: General Fund

Program 1.06 Amend the Zoning Ordinance to permit second units, by right, in all residential districts, subject to administrative staff review for conformance with applicable zoning standards. The City will adopt a process for existing property owners without legally conforming second units to bring their second unit into compliance to the City's zoning and building standards. The objective of the process will be to encourage compliance rather than penalize property owners. To encourage compliance, property owners who agree to restrict rents and limit occupancy of their second units to low-income households may be eligible for CDBG funding under the City's Housing Rehabilitation Program.

The City will promote its second units standards through postings on the City of

Benicia's website (www.ci.benicia.ca.us), an informational brochure available at public locations in Benicia (e.g., City Hall and Benicia Library), and an article(s) in the local newspaper(s).

Responsibility: City Council and Community Development Department

Time Frame: December 2005

Funding: General Fund

- Program 1.07 Undertake a decision-maker and public education program on affordable housing through an annual reporting to the Planning Commission and City Council on housing issues and the City's achievements with respect to the quantified objectives in the Housing Element. This report will be the annual report required by state law (California Government Code 65400) for reporting on progress in implementing the City's General Plan. As part of the annual reporting process, Benicia will present educational materials on affordable housing issues prepared by other municipal agencies and organizations, and incorporate these materials into Planning Commission and City Council meetings, as appropriate. A status report, including the effectiveness of financial assistance and development opportunity strategies, on the four identified affordable housing projects (Hearthstone, Bayridge, Eagle Glen, and Rockridge) will be a part of the annual reporting process. Notification of presentation of this report will be sent to all persons on the mailing list developed for the Housing Element update and posted on the City's website (www.ci.benicia.ca.us).

Responsibility: City Council, Planning Commission, Community Development Department, and Housing Authority

Time Frame: Annually, each March, 1999 – 2006

Funding: General Fund

- Program 1.08 Amend the Zoning Ordinance to create development standards for live/work units.

Responsibility: City Council, Planning Commission, and Community Development Department

Time Frame: December 2005

Funding: General Fund

- Program 1.09 Investigate the feasibility of joining a consortium to access a pooled source of funding for mortgage revenue bonds or mortgage credit certificates for the development of affordable housing and/or first-time homebuyer assistance. The City will investigate existing consortiums to which California cities and counties belong and report to the City Council on the most appropriate consortium for Benicia based on cost, level of activity, and the potential for funding to benefit Benicia residents. Assuming the City identifies an appropriate consortium; Benicia will take the necessary legal, administrative, and financial steps to become a member.

<u>Responsibility:</u>	Assistant City Manager, Community Development Department, and Housing Authority
<u>Time Frame:</u>	December 2004; investigate existing consortiums and report to the City Council with recommendations. December 2005; if an appropriate consortium is identified, complete the membership process.
<u>Funding:</u>	General Fund

HOUSING STOCK

Goal 2: Promote the development of an adequate supply and mix of housing to meet existing and future housing needs.

Policies

- Policy 2.01 Require affordable housing in residential developments under an “inclusionary” housing program and disperse affordable housing throughout the City to avoid concentration in any one part of the City.
- Policy 2.02 Maintain an adequate supply of residential land in appropriate land use designations and zoning categories to accommodate the City’s regional housing allocation.
- Policy 2.03 Seek appropriate private, local, state, and federal funding to implement housing programs for very low-, low-, and moderate-income households.
- Policy 2.04 Promote the development of new second- and third-story residential units in commercial districts along First Street in downtown Benicia.

Implementation Programs

- Program 2.01 Continue to implement the City’s Inclusionary Housing Ordinance (Benicia Zoning Ordinance, Section 17.70.320). This Ordinance requires that new residential projects of 10 or more units include 5 percent of the units affordable to very low-income households and 5 percent of the units affordable to low-income households. The City may allow the developer to pay in-lieu fees, donate developable land, or provide an alternative in-lieu contribution package acceptable to the City.

<u>Responsibility:</u>	City Council, Planning Commission, Community Development Department, Assistant City Manager/Economic Development Director, and Housing Authority
<u>Time Frame:</u>	Ongoing 1999 – 2006
<u>Funding:</u>	General Fund

- Program 2.02 Establish a housing trust fund to be funded by in-lieu fees. This fund will be used to support affordable housing activities such as an equity share program, site acquisition, write down of land costs, subsidization of rents and mortgages, site improvement, and provision of collateral for development loans.

Responsibility: City Council, Planning Commission, Community Development Department, Assistant City Manager/Economic Development Director, and Housing Authority

Time Frame: December 2004

Funding: General Fund

- Program 2.03 Continue to implement procedures applicable to inclusionary for-sale units to ensure ongoing affordability. These procedures specify the resale control mechanism, equity recapture, qualifications for subsequent buyers, and other relevant issues that are not part of the inclusionary ordinance.

Responsibility: City Manager, Community Development Department, and Housing Authority

Time Frame: Ongoing 1999 – 2006

Funding: General Fund

- Program 2.04 Continue to implement land use designations and zoning that permits opportunities to meet the target objectives under the City's regional housing allocation.

Benicia will continue to promote second- and third-story residential development, as allowed by right, in the City's downtown commercial districts. The City will provide, when possible, developer incentives such as expedited permit processing and fee deferrals for units that are affordable to lower income households. Benicia will promote these incentives to developers on the City's website (www.ci.benicia.ca.us) and during the application process.

Responsibility: Community Development Department

Time Frame: Ongoing 1999 – 2006

Funding: General Fund

- Program 2.05 Continue to require that very low-income housing required under Policy 2.01 be priced affordable to households earning 50 percent or less of the area median income (as annually defined by HCD).

Responsibility: City Council, Planning Commission, Community Development Department, and Housing Authority

Time Frame: Ongoing 1999 – 2006

Funding: General Fund

Program 2.06 Continue to require that low-income housing required under Policy 2.01 be priced affordable to households earning 80 percent or less of the area median income (as annually defined by HCD).

Responsibility: City Council, Planning Commission, Community Development Department, and Housing Authority

Time Frame: Ongoing 1999 – 2006

Funding: General Fund

Program 2.07 When an eligible project application is submitted to the City, apply for appropriate state and federal funds, or support other housing providers in applying for funding to support the development of new low- and very low-income housing. The City will make a determination of appropriate funding sources and activities to pursue based on competitive funding considerations, the funding cycles of various state and federal sources, the City's Housing Element quantified objectives, and housing provider interest. The City will support funding applications by housing providers through the actions stated in Program 1.02.

Responsibility: Assistant City Manager, Community Development Department, and Housing Authority

Time Frame: Ongoing, with each eligible project, 1999 – 2006

Funding: General Fund, CDBG Small Cities Program funds, and HOME funds

SPECIAL NEEDS

Goal 3: Accommodate the housing needs of special population groups.

Policy

Policy 3.01 Accommodate and promote the development of special housing needs, such as shelters for the homeless, transitional housing, housing for seniors, and housing for persons with physical, developmental, or mental disabilities.

Policy 3.02 Continue to work with the Benicia Community Action Council and the Benicia Housing Authority to help facilitate the development of housing for special population groups.

Implementation Programs

Program 3.01 Continue to refer persons in need of transitional housing assistance to the Benicia Community Action Council. The City will meet annually with the Community Action Council to determine the potential future need for transitional housing facilities within Benicia, and assess the available permanent housing options for Benicia residents who are in transition.

Responsibility: Community Development Department, Housing Authority, and Community Action Council

Time Frame: Annually 1999 – 2006

Funding: General Fund

Program 3.02 Amend the Zoning Ordinance to specify a use definition and zoning classification(s) in which homeless shelters will be permitted. The City will solicit input from local service providers (e.g., Community Action Council) in the preparation and adoption of the amendment to the Zoning Ordinance to ensure that development standards and permit processing will not impede the approval and/or development of homeless shelters. The City will select zoning district(s) in which there are existing vacant or underutilized sites that could accommodate such a use. To facilitate the location of homeless shelters, the City may consider adopting criteria to address:

- hours of operation;
- external lighting and noise;
- provision of security measures for the proper operation and management of a proposed facility;
- measures to avoid queues of individuals outside proposed facility;
- proximity of public transit, supportive services, and commercial services;
- compliance with county and state health and safety requirements for food, medical, and other supportive services provided on-site; and
- management issues.

The standards developed for homeless shelters will act to encourage and facilitate the use through clear and unambiguous guidelines for the application review process, the basis for approval, and the terms and conditions of approval. A need for emergency shelters in Benicia has not been identified; however, if such a need should arise appropriate locations for homeless shelters are required to be considered during a public hearing process before any commitments can be made regarding suitable sites.

Responsibility: City Council, Planning Commission, and Community Development Department

Time Frame: December 2004

Funding: General Fund

Program 3.03 Amend the Zoning Ordinance to specify a use definition and zoning classification(s) in which transitional housing will be permitted. The City will solicit input from local service providers (e.g., Community Action Council) in the preparation and adoption of the amendment to the Zoning Ordinance to ensure that development standards and permit processing will not impede the approval and/or development of transitional housing. The City will select zoning district(s) in which there are existing vacant or underutilized sites that could accommodate such a use.

The standards applied to transitional housing will act to encourage and facilitate the use through clear and unambiguous guidelines for the application review process, the basis for approval, and the terms and conditions of approval. A need

for transitional housing in Benicia has not been identified in Benicia; however, if such a need should arise appropriate locations for transitional housing are required to be considered during a public hearing process before any commitments can be made regarding suitable sites.

Responsibility: City Council, Planning Commission, and Community Development Department

Time Frame: December 2004

Funding: General Fund

- Program 3.04 Facilitate the establishment of shared housing in Benicia to bring together persons with special housing needs, including single parents and elderly persons, to share living accommodations and housing costs. The City will facilitate shared housing by continuing to permit such housing and associated supportive services under the Zoning Ordinance and consider applying for private, state, or federal funding for a proposed shared housing project or program, when an eligible project is submitted to the City.

Responsibility: City Council and Housing Authority

Time Frame: Ongoing, with each eligible project, 1999 – 2006

Funding: Senior Citizens Shared Housing Program (HCD) and General Fund

- Program 3.05 Promote the City's development standards for residential care facilities, group homes, emergency shelter, transitional housing, and other special needs housing and shelter through a brochure to be distributed to nonprofit and public agencies serving special needs groups. The City's development standards will also be posted on the City's website (www.ci.benicia.ca.us).

Responsibility: Community Development Department

Time Frame: December 2004; prepare and distribute brochure

Funding: General Fund and CDBG funds

- Program 3.06 Encourage the Benicia Housing Authority to continue to apply for the authority to use Section 8 housing vouchers for homeownership assistance and to increase the number of vouchers that may be used for that purpose.

Responsibility: City Council and Housing Authority

Time Frame: Ongoing 1999 – 2006

Funding: HUD Section 8

- Program 3.07 Promote available private, state, and federal homebuyer assistance programs to the public by providing information at City Hall, other public locations, and on the City's website (www.ci.benicia.ca.us).

Responsibility: Community Development Department

Time Frame: Ongoing 1999 – 2006

Funding: General Fund

Program 3.08 Continue to support Solano County and the Community Action Council (CAC) in applying for funds to maintain adequate local and County facilities for homeless persons through letters of support signed by the City Manager and continuance of an annual allocation from the City's budget. The City will assist the CAC in promoting the availability of fiscal resources by posting notifications on the City's website (www.ci.benicia.ca.us). (CAC is part of a countywide consortium of community service groups who join together in applying for applicable state and federal funds for their organizations. They have found this collaborative approach, supported by their respective governmental jurisdictions, much more successful than if each individual agency applied for funds. The City's 2002/2003 budget allocates approximately \$47,000 to the CAC).

Responsibility: Community Development Department, City Manager's Office, and Community Action Council

Time Frame: Ongoing, with each application, 1999 – 2006

Funding: General Fund and Stewart B. McKinney

HOUSING REHABILITATION

Goal 4: Preserve and improve the existing housing stock.

Policies

Policy 4.01 Pursue appropriate private, state, and federal funding assistance to meet Benicia's needs to rehabilitate housing.

Policy 4.02 Encourage private reinvestment in older residential neighborhoods and private rehabilitation of housing, particularly for seismic safety.

Policy 4.03 Limit the conversion of residential structures to non-residential uses.

Policy 4.04 Promote the continued upkeep of existing economically viable mobile home parks.

Implementation Programs

Program 4.01 Apply, as appropriate, for funding to rehabilitate very low-, low-, and/or moderate-income housing. The City will annually review the pool of existing available resources to determine the need for additional rehabilitation funding. If a need is identified, the City will apply for additional state rehabilitation monies. The City of Benicia would be the applicant for such funds and would apply directly to the funding source. The City will then promote the availability of such funds through posting notices on the City's website (www.ci.benicia.com) and providing fliers at the Community Action Council (CAC), Benicia Library, and the City's Community Development Department.

Responsibility: City Manager, Assistant City Manager, Community Development Department, Housing Authority, and Non-profit developer(s)

Time Frame: Annually review existing available resources and apply, as needed, for additional state funding

Funding: CDBG funds, California Self-Help Housing Program, and CHFA funds

Program 4.02 Prepare standard specifications for seismic retrofitting of existing residential structures to assist property owners in meeting current seismic safety standards. Seismic retrofitting will continue to be an eligible activity under the City's housing rehabilitation program. The City will promote its seismic retrofitting program through a distribution brochure at City Hall, other public locations, and on the City of Benicia's website (www.ci.benicia.ca.us).

Responsibility: Building Division and Community Development Department

Time Frame: December 2004; prepare and distribute brochure

Funding: General Fund, building permit fees, and CDBG funds

Program 4.03 Amend the Zoning Ordinance to restrict the conversion of residential structures to non-residential use when such conversions have the potential to displace very low-, low-, or moderate-income residents or result in the loss of rental housing.

Responsibility: Community Development Department

Time Frame: December 2005; prepare and adopt Ordinance

Funding: General Fund

Program 4.04 Contact the owners of the three mobile home parks located in Benicia to determine future plans for their properties and the feasibility of continuing mobile home park use. For those mobile home parks that Benicia determines are economically viable, the City will assist the owner in accessing state or federal funds for improvements or park residents in converting the park to resident ownership. The objective is to preserve the parks for mobile home use.

The City will also continue to implement its mobile home park conversion ordinance to ensure that any conversion of a mobile home park to other uses is preceded with adequate notice, and that relocation and other assistance for park residents follows the conversion. A relocation plan for tenants of the mobile home park must be submitted to the Planning Commission for approval as part of the application for conversion.

Responsibility: Community Development Department

Time Frame: December 2003; contact mobile home park owners.
June 2004; determine the feasibility of preservation.
1999 – 2006; provide assistance in accessing state or federal fund for preservation, as needed, at the owner's or residents' request, and continue to implement zoning ordinance provisions regarding mobile home park conversions.

Funding: General Fund

EQUAL ACCESS

Goal 5: **Ensure equal housing opportunities for all persons in Benicia regardless of race, religion, sex, marital status, ancestry, national origin, color, disability, family status, sexual orientation, or source of income.**

Policies

- Policy 5.01 Provide a point of contact for referral of discrimination complaints.
- Policy 5.02 Administer zoning and land use policies to facilitate the provision of housing without regard to race, religion, sex, marital status, ancestry, national origin, color, disability, family status, sexual orientation, or source of income.

Implementation Programs

- Program 5.01 Continue to maintain a complaint referral process for those persons who believe they have been denied access to housing because of their race, religion, sex, marital status, ancestry, national origin, color, or disability, family status, sexual orientation, or political affiliation. The City will educate selected staff in the Community Development, City Attorney, and City Manager departments on responding to complaints received regarding potential claims of housing discrimination. The selected personnel will be given a typed handout detailing the process for someone with a complaint and the agencies that should be contacted regarding a claim: Solano County's District Attorney's office, California Department of Fair Employment and Housing, San Francisco Department of Housing and Urban Development Office of Fair Housing, Legal Services of Northern California (Solano County Vallejo office), and ECHO (non-profit housing advocacy group). The City will also refer persons to the Benicia Housing Authority and Community Action Council (CAC) for informational brochures and advisory counseling on equal housing opportunity resources. The City Attorney's office will be notified, and a log maintained, of all complaints received. Additionally, all information regarding the housing discrimination complaint referral process is available at the Benicia Housing Authority, CAC, and on the City's web site (www.ci.benicia.ca.us).

Responsibility: Community Development Department, Benicia Housing Authority, and Community Action Council (CAC)

Time Frame: Ongoing 1999 – 2006

Funding: General Fund and CDBG funds

- Program 5.02 Conduct a conformity review of the City's Zoning Ordinance in association with compliance of state laws regarding housing. If section(s) of the City's Zoning Ordinance are not consistent with state housing law, applicable revision(s) and amendment(s) will be made to the Zoning Ordinance.

Responsibility: City Council and Community Development Department

Time Frame: March 2003; review the Zoning Ordinance.

December 2004; amend Zoning Ordinance to adopt revisions.

Funding: General Fund

ENERGY CONSERVATION

Goal 6: Improve the energy efficiency of the housing stock in Benicia.

Policy

- Policy 6.01 Promote home energy conservation and ensure that all new development complies with State law regarding energy conservation.

Implementation Programs

- Program 6.01 Continue to distribute information on currently available weatherization and energy conservation programs.

Responsibility: Community Development Department and Building Division

Time Frame: Ongoing 1999 – 2006

Funding: General Fund

- Program 6.02 Implement state requirements for energy conservation in new residential projects and encourage residential developers to employ additional energy conservation measures with respect to siting of buildings, landscaping, and solar access. To facilitate implementation, the City will make available, in the Community Development and Building departments, brochures procured from PG&E which detail energy conservation measures for existing buildings, as well as new construction.

Responsibility: Community Development Department and Building Division

Time Frame: Ongoing 1999 – 2006

Funding: General Fund

4. CITY AND COUNTY HOUSING PROGRAMS

BENICIA HOUSING PROGRAMS

The City of Benicia offers various types of housing programs (e.g., housing rehabilitation, first-time homebuyer assistance, Section 8 homeownership, housing choice vouchers, public housing, and senior housing). Funding for these programs is provided through sources that include: CDBG revolving loan fund monies, Section 8 homeownership vouchers, and U.S. Department of Housing and Urban Development (HUD) subsidies. The Benicia Housing Authority also has a Security Deposit Loan Program where persons moving into a housing unit can obtain a loan for up to \$1,000, with no interest, to be paid back within 18 months that covers a portion of the initial cost of the security deposit.

The City of Benicia does not have a Redevelopment Agency, and therefore, does not have a housing set-aside balance to fund housing related programs and activities. A proposal was put forward by the City Manager's office in the mid-1980s, which was initially supported by the City Council, to form such an agency in Benicia. The motivation behind the formation of the agency was to create a financing mechanism to purchase and fund properties within downtown and industrial park improvement project areas. Initially it appeared there was adequate community interest to support such a measure; however, as time went on a citizens' group against the creation of a redevelopment agency initiated a ballot measure (1988) to prohibit the formation of the agency. The City Council at the time concluded that it was not judicious to proceed with the formation of the agency in light of such strong public opposition. The idea was dropped and no Council since has initiated the concept again.

Housing Rehabilitation Program

Benicia's Housing Rehabilitation Program is administered through the City's Community Development Department. This program is funded through a revolving loan fund that receives monies from the City's 1994 and 1998 CDBG grants (\$500,000 each). Eligible applicants include:

- low- and very low-income homeowners (income eligibility is based on the annual Solano County median income for a family of four), or
- investors who will rent to low-and very low-income tenants for a period of not less than five years.

Loans are given up to \$50,000 per unit for a period of 20 years. Interest payments are deferred for lower income or disabled homeowners, while investors pay four percent interest.

First-Time Homebuyer Program

Benicia's First-Time Homebuyer Program is administered through the Benicia Housing Authority. This program is funded through the HUD Section 8 Homeownership Voucher Program where homeownership vouchers assist first-time homeowners with their monthly homeownership expenses (i.e., mortgage, real estate taxes, homeowner insurance, utilities, etc.).

Eligible households must already be a part of the Housing Authority's Housing Voucher Program.

According to the Housing Authority, this program has helped one low-income family purchase a condominium in the City. Due to the rising cost of housing in the Benicia, the purchase of a single-family home is unlikely with the help of Section 8 homeownership vouchers, unless it is tied to a specific affordable project. Hearthstone, a 12-unit for-purchase single-family self-help project, is being funded through the City's First-Time Homebuyer Program with the Section 8 Homeownership Voucher Program. The Housing Authority uses the normal voucher program payment standard schedule, which for a three-bedroom single-family home in Benicia would be approximately \$175,000, while the average cost of a three-bedroom single-family home in Benicia (2001) was \$308,500 (Appendix A, page A-34).

Housing Choice Voucher Program

The Housing Authority of the City of Benicia operates the Housing Choice Voucher Program in Benicia with financial assistance from HUD. The program provides subsidies to low- and very-low income tenants renting privately owned dwelling units in Benicia. Currently, this program has authorized funding sufficient to assist 372 families. Assisted tenants generally pay 30 percent of their adjusted income towards the total cost of rent and utilities, and the Housing Authority pays the difference between the tenant contribution and the total cost of rent and utilities. The Housing Authority inspects the units annually for habitability (Housing Quality Standards) to ensure that the assisted tenants are living in decent, safe, and sanitary dwellings.

The market rent plus average utility costs for the dwelling must be less than the Voucher Payment Standard Schedule (VPS) for the number of bedrooms in the dwelling (see below for a discussion of Voucher Payment Standards). In some cases the tenant family may rent a dwelling unit that costs more than the VPS schedule, but in that case they must pay the overage which will increase their contribution above 30 percent of their adjusted income. Participation in the program is voluntary on the part of tenants and landlords. The Housing Authority provides preference in admission to the program to veterans, persons with disabilities, families with a female head of household or spouse who works or attends school or a training program, and persons who already live or work in Benicia.

Section 8 Home Ownership Program

The Benicia Housing Authority utilizes some of its HUD funding for the Housing Choice Voucher Program to also assist low-income first-time home buyers in Benicia. The Authority subsidizes the costs of home ownership expenses in the same fashion that it subsidizes rental costs. The purchasing family must work, meet minimum income standards, and complete a home buyer training course before purchasing a home. They are expected to contribute at least 30 percent of their adjusted income towards home ownership expenses. The Housing Authority then pays the difference between those expenses, up to the applicable Voucher Payment Standard amount and the home buyer's contribution. Buyers find their own homes and their own financing, but the Authority must approve both for the family to qualify for Section 8 assistance. At current interest rates and VPS levels, the Section 8 assistance is generally sufficient to support a mortgage of \$180,000 or more on a three-bedroom home. Home buyer expenses that are eligible for assistance include mortgage principal and interest, property taxes, insurance, utilities, maintenance and replacement reserve allowances, and condominium home owner association dues, if applicable. The Authority currently assists one family with the Home Ownership program and is working with a local non-profit to provide home ownership assistance to 12 more

families participating in the development of a new mutual self-help project known as Hearthstone.

Public Housing Program

The Benicia Housing Authority owns and manages 75 units of public housing known as Capitol Heights. The public housing consists of one-, two-, three- and four-bedroom units built in 1953 and completely remodeled in the 1990's. Six of the units were remodeled with accessibility features. Admission is limited to families with gross family incomes of 80 percent or less of Solano County's median income. Rent is limited to 30 percent of family adjusted income, and the Authority receives various subsidies to make up the difference between its rent roll and the total costs of operating and maintaining the project. The same preferences listed above for admission to the Housing Voucher program also extend to the public housing program. The Capitol Heights units are very popular and vacancies are limited. The current waiting list for admission to Capitol Heights exceeds 800 applicants.

Senior Housing Program

The Benicia Housing Authority owns 40 units and master leases another 40 more units of senior housing in the Casa de Vilarrasa development. All the Casa de Vilarrasa units have one-bedroom apartments and tenants have access to spacious lobby areas and a community room. The State of California subsidizes 52 of the 80 units through the Rental Housing Construction Program and requires that tenants be at least 60 years old and have incomes below 80 percent of the Solano County median income. The Housing Authority generally provides Housing Choice Voucher subsidies to the other 28 tenants who do not receive State assistance. Casa de Vilarrasa was built in two phases in 1984 and 1986 and about half of the State's required 30-year affordability period remains in effect. Tenants in the State subsidized units pay 25 percent of their adjusted income towards the total cost of rent and utilities and the remaining tenants fall under the Housing Choice Voucher program rules (30 percent of adjusted gross income).

SOLANO COUNTY HOUSING PROGRAMS

Solano County has one housing program that provides qualified low-income households living in the unincorporated Vallejo area with funding for housing rehabilitation needs; however, this program is not available to residents in the incorporated areas of the County and therefore does not apply to residents of Benicia.

VOUCHER PAYMENT STANDARDS

In order to control the costs of the Housing Choice Voucher program, the federal government sets limits on the amount of subsidy that may be provided to any participating family. The chief mechanism for controlling costs is the rule regarding establishment of Voucher Payment Standards, also known as Benefit Payment Standards. Each year, on or about October 1, HUD publishes Fair Market Rents (FMRs) for every Metropolitan Statistical Area (MSA) and Non-metropolitan county in the United States. The FMRs for any housing market area are HUD's determination of the 40th percentile rent (or 50th percentile rent in certain high-cost areas) for standard quality rental units occupied by recent movers in that market area by bedroom size. The purpose of HUD publishing FMRs is to ensure that a reasonable number of rental units are available for rent to tenants participating in the Housing Choice Voucher program while limiting program costs to the cost of renting modestly priced housing units.

The Voucher Payment Standards for the City of Benicia for the Federal Fiscal Year 2003 (October 1, 2002 thru September 30, 2003) are as follows:

Mobile Home Space	\$515
0-Bedroom (Studio)	\$862
1-Bedroom	\$980
2-Bedroom	\$1,195
3-Bedroom	\$1,659
4-Bedroom	\$1,957
5-Bedroom	\$2,251

Each local housing authority administering a Housing Choice Voucher Program is authorized by the 1998 Housing Act to establish a local schedule of Voucher Payment Standards that can range from 90 percent to 110 percent of the HUD published FMRs applicable to their local housing market area. This provision of the law allows local authorities some flexibility in setting the rent limits that will be used in their local area depending on their unique local circumstances. Since most local housing authority jurisdictions are not coterminous with HUD's FMR areas, their local market area may be more or less expensive generally than the larger FMR area as a whole. Thus each housing authority can analyze its own market and set rent limits within the HUD parameters. If this flexibility is not sufficient due to extreme circumstances, a local authority may petition HUD for approval to set their Voucher Payment Standards below 90 percent or above 110 percent of the published FMR levels. However, such requests must be documented with evidence showing that the exception is warranted due to local circumstances. A local authority may also approve an exception up to 120 percent of the published FMRs if needed as a reasonable accommodation to house a family that includes a person with disabilities.

Each housing authority's schedule of Voucher (or Benefit) Payment Standards (VPS) establishes the maximum subsidy that the authority would pay for a rental unit plus utilities if a family had no income and contributed nothing towards the cost of their rent and utilities. If a participating family does have income, then the authority generally deducts 30 percent of the family's monthly adjusted income from the Voucher Payment Standard amount applicable to the unit being rented to determine the maximum subsidy amount for that family in that unit. If the rent and utilities for a particular unit are less than the applicable VPS then the subsidy is reduced by the difference. If the rent and utilities are higher than the applicable VPS, then the family must pay the overage. However, HUD does not permit the family to move into a unit where their contribution to the rent and utilities would exceed 40 percent of their adjusted income.

Voucher Payment Standards set limits on program costs. They do not determine the rent for each individual unit in the program. The housing authority must evaluate the market rental value of any unit proposed for occupancy by a Housing Choice Voucher tenant. If the rent requested by a landlord is reasonable, but exceeds the Voucher Payment Standard for that unit size and the family is not able to pay the overage, then the authority will reject the unit and the family will have to find a less expensive unit to rent. The authority will also reject a unit where the rent requested by the landlord cannot be justified by a comparison to what other landlords are charging for rent for similar units.

5. QUANTIFIED OBJECTIVES

One of the requirements of state law (California Government Code, Section 65583[b]) is that the Housing Element contains quantified objectives for the maintenance, preservation, improvement, and development of housing. State law recognizes that the total housing needs identified for a community may exceed available resources and the community's ability to satisfy this need. Under these circumstances, the quantified objectives need not be identical to the total housing needs. The quantified objectives shall, however, establish the likely number of housing units by income category that can be constructed, rehabilitated, and conserved over a five-year period. Because the Association of Bay Area Government's (ABAG) Regional Housing Needs Determination covers a seven-and-one-half-year period, the objectives for designating sites for new construction cover the period January 1, 1999 to June 30, 2006 (Table 1). The objectives for preservation and conservation cover the period July 1, 2001 to June 30, 2006.

Table 1

Quantified Objectives (January 1, 1999 – June 30, 2006)

	Very Low-Income	Low-Income	Moderate-Income	Above Moderate-Income	Total
1999 – 2006 Benicia Regional Housing Needs Determination					
	70	49	90	204	413
Units Accepted from Solano County's RHND					
	0	0	0	2	2
Units Constructed Between January 1, 1999 and April 1, 2002					
	5	0	5	63	73
1999 – 2006 Remaining Housing Needs Allocation					
	65	49	85	143	342
Quantified Objectives					
	Very Low-Income	Low-Income	Moderate-Income	Above Moderate-Income	Total
New Construction Total	79 ¹	50 ¹	15 ²	231 ³	375
Housing Rehabilitation	2 ⁴	2 ⁴	-- ⁵	-- ⁵	4
Preservation of At-Risk Rental Housing	0	0	0	0	0 ⁶

Source: City of Benicia and Parsons, August 2002.

¹Based on 74 very low and 50 low-income units as part of the four affordable housing projects currently in process: Hearthstone, Bayridge, Eagle Glen, and Rockridge (plus five very low-income units that have already been constructed between January 1, 1999 and April 1, 2002).

²Based on the City's construction history of five moderate-income units built in two years (plus the five that have already been constructed).

³Based on (1) an estimated 150 units constructed as part of the Tourtelot project within the planning period (source: Pacific Bay Homes, developer of the Tourtelot project), (2) 18 units currently in process with the City, and (3) the 63 units that have already been constructed between January 1, 1999 and April 1, 2002.

⁴Based on the past annual average of the City's housing rehabilitation activities and funding availability.

⁵The City's Housing Rehabilitation Program is available only to lower income homeowners.

⁶No subsidized rental housing projects were identified as at-risk of converting to market-rate over the next ten years.

6. PUBLIC PARTICIPATION

State law requires cities and counties to make a “diligent effort” to achieve participation by all segments of the community in preparing a housing element (Section 65583[c] [6] of the California Government Code). This diligent effort translates into local jurisdictions doing more than issue the customary public notices and conduct standard public hearings prior to adopting a housing element. State law requires cities and counties to take active steps to inform, involve, and solicit input from the public, particularly low-income and minority households that might otherwise not participate in the process. Active involvement of all segments of the community can include one or more of the following:

- outreach to community organizations serving low-income, special needs, and underserved populations;
- special workshops, meetings, or study sessions that include participation by these groups;
- establishment of an advisory committee with representatives of various housing interests; and
- public information materials translated into languages other than English if a significant percentage of the population is not English proficient.

Housing Element Task Force

Public participation on the Housing Element began prior to 1998 but was tabled until ABAG produced revised housing allocation numbers, which did not occur until November 2000. During the update of the City’s General Plan (1993-1999) a Housing Element Task Force (HETF) was formed as a subset of the larger General Plan Oversight Committee (GPOC). Both committees were comprised of Planning Commission members, housing advocates, and citizens at large. The HETF prepared revised goals, policies, and programs for the Housing Element; however, they were never incorporated into the General Plan, as no new housing allocation numbers were available from ABAG. It was decided to shelve the Housing Element until those numbers became available.

In 1998, at the urging of GPOC and the HETF, the Housing Element Advisory Committee was created by City Council resolution. The Committee was comprised of nine members as appointed by the Mayor and City Council, and were represented by one Planning Commissioner, several housing advocates, and several citizens at large. Their tasks included evaluation of the ABAG fair share numbers; identification and analysis of housing sites, reconsideration of goals, policies and programs in the previously prepared (1996) version of the housing element; and review of alternative housing techniques and concepts. HEAC played a major role in defining the 1999-2006 ABAG fair share allocation numbers for Benicia. The Committee met at least once a month between 1998 and 1999, with all meetings open to the public. The result of their work was incorporated into the draft stage of the 1999 – 2006 Housing Element.

Public Outreach

To meet the requirements of state law in the preparation of the Benicia Housing Element, the City encouraged public participation from all segments of the community by conducting a public workshop on March 26, 2002, at the City of Benicia Library. This workshop was conducted early in the housing element update process to discuss the preliminary findings and key community issues examined in the Housing Assessment Report (Appendix A). The City also held a study

session on August 8, 2002, once the Public Draft Housing Assessment Report was released, to discuss the Draft Report and collect further public comment.

The City developed a list of over 50 stakeholders and community organizations known to the City to have an interest in affordable housing issues. Some of the organizations contacted include, but are not limited to, the Benicia Community Action Council, Benicia Chamber of Commerce, Pacific Bay Homes, Benicia Affordable Housing Affiliation, Solano Affordable Housing Foundation, Benicia Housing Authority, Solano County Board of Realtors, Home Builders Association of Northern California, and Benicia Youth and Family Services. See Appendix C for a complete list of persons and organizations contacted for public participation with the Housing Element update.

Persons and organizations on the City's stakeholder list were notified to attend the public workshop and study session through a direct mailing from the City, while the general public was notified through announcements on the City's website (www.ci.benicia.ca.us), press releases sent to the Benicia Herald, and public notices posted at City Hall.

All public proceedings were conducted at either the City of Benicia Library or at City Hall, both of which are accessible to individuals with mobility impairments.

The Housing Assessment Report, Negative Declaration, and Draft Housing Element were posted on the City's website for public review and comment. Copies of the documents were also made available for public review or purchase at the Benicia Library and at the Benicia Community Development Department.

Specific public events related to the Housing Element included:

1. Citywide public workshop to discuss preliminary findings and key issues, conducted at the City of Benicia Library on March 26, 2002.
2. Planning Commission study session on the Public Review Draft Housing Assessment Report, conducted at City Hall on August 8, 2002.
3. Planning Commission publicly-held workshops on the Draft Housing Element, conducted at City Hall on November 14, 2002.
4. Planning Commission hearing to recommend adoption of the Final Housing Element and Certification of the Negative Declaration, conducted at City Hall on April 3, 2003.
5. City Council hearing to adopt the Final Housing Element and Certification of the Negative Declaration, conducted at City Hall on May 20, 2003.

7. CONSISTENCY WITH OTHER GENERAL PLAN ELEMENTS

State law requires that the housing element contain a statement of “the means by which consistency will be achieved with other general plan elements and community goals” (California Government Code, Section 65583[c] [6] [B]). There are two aspects of this analysis: 1) an identification of other general plan goals, policies, and programs that could affect implementation of the Housing Element or that could be affected by the implementation of the Housing Element, and 2) an identification of actions to ensure consistency between the Housing Element and affected parts of other General Plan elements. The 1999 Benicia General Plan contains several elements with policies related to housing.

The Housing Element is primarily a housing program assistance document. The implementation of policies and programs identified in the Housing Element will not directly impact policies in other General Plan elements. There are several policies and programs in the Housing Element that support implementation of other General Plan policies. These policies, and the method by which the City will achieve consistency among them, are described below.

HOUSING ELEMENT POLICIES

Goal 1, Policy 1.05

Allow live/work units in appropriate locations.

Implementation of Policy 1.05 could result in the development of live/work units. This policy is consistent with Policy 2.11.2 of the 1999 Benicia General Plan (page 47), which supports the continued allowance of live/work uses in the lower Arsenal. The City does not anticipate that residential uses, such as live/work units, will result in development that is inconsistent with other General Plan policies.

Goal 2, Policy 2.02

Maintain an adequate supply of residential land in appropriate land use designations and zoning categories to accommodate the City's regional housing allocation.

Implementation of Policy 2.02 will not require the City to rezone land to accommodate the City's regional housing allocation. The City has maintained an adequate supply of residential land in appropriate land use designations and zoning categories in Benicia. Policy 2.02 is consistent with General Plan policies in the Land Use and Growth Management, Circulation, and Community Services Elements. The City will continue to ensure General Plan consistency when monitoring the supply of residential land in appropriate land use designations and zoning categories and does not anticipate any inconsistencies with other General Plan policies.

Goal 3, Policy 3.01

Accommodate and promote the development of special housing needs, such as shelters for the homeless, transitional housing, housing for seniors, and housing for persons with physical, developmental, or mental disabilities.

Implementation of Policy 3.01 (Programs 3.02 and 3.03) will require the City to clarify in the Zoning Ordinance where emergency shelters and transitional housing (temporary housing for individuals and families transitioning to permanent housing) can be located. The City does not anticipate that this clarification will create inconsistencies with either the General Plan Land Use Element or other General Plan elements. The City will designate zoning categories in which these uses may be permitted based on characteristics and impacts that are similar for currently permitted uses.

Goal 4, Policy 4.03

Limit the conversion of residential structures to non-residential uses.

Implementation of Policy 4.03 supports the preservation of existing residential land uses and is consistent with General Plan Land Use policies. Policy 4.03 is also consistent with past City practices of not allowing residential uses to convert when conversions have the potential to displace low- or moderate-income residents or result in the loss of rental housing. The City does not anticipate that residential uses will result in any inconsistencies with General Plan policies.

OTHER GENERAL PLAN POLICIES

The City has reviewed policies in the other elements of the General Plan and has concluded that none of those policies will impede the City's achievement of, or be inconsistent with, the policies of the Housing Element. With the exception of the policies listed above, Housing Element policies primarily relate to housing assistance, housing rehabilitation, equal housing opportunity, residential energy conservation, and other topics not directly affected by policies in the other General Plan elements. Residential energy conservation policies contained in the Housing Element will help contribute to the achievement of General Plan policies for resource conservation.

APPENDIX A: HOUSING ASSESSMENT REPORT

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INTRODUCTION

The Housing Assessment Report analyzes population and housing characteristics, identifies special housing conditions among certain population groups, and provides other important information to support the housing goals, policies, and programs to meet the desires of current and future Benicia residents.

The United States Census, completed every ten years, is an important source of information for the Housing Assessment Report. Results from the 2000 Census are being released over a two-year period, with the complete 2000 Census information projected to be available by the fall of 2002. When this document was prepared, general population, housing unit information, and a limited amount of information on income, poverty, and housing cost was available for the City of Benicia from the 2000 Census. For this reason, some of the citations for Census information are from the 1990 Census. Therefore, current housing conditions and demographic characteristics may not be fully apparent until additional information becomes available from the 2000 Census. Definitions of various U.S. Census terms used throughout this document are provided in Appendix D for clarification purposes.

ORGANIZATION OF THE HOUSING ASSESSMENT REPORT

The Housing Assessment Report is organized into four sections. The first section focuses on demographic information, such as population trends, ethnicity, age, household composition, income, employment, housing characteristics, and housing for specialized segments of the population. This first section also outlines the physical and social characteristics of the community and identifies those characteristics that may have significant impacts on housing in the community.

The second section identifies the City's land and economic resources, historic development patterns, and housing opportunities in the community. It also discusses the City's existing housing stock and the potential areas for future housing development.

The next section discusses the governmental and non-governmental constraints to housing development in Benicia. The City has planning, zoning, and building standards that guide and affect residential development patterns which influence housing availability and affordability. In addition, there are environmental and housing market conditions that affect the location, availability, affordability, and type of housing that is constructed in Benicia. The non-governmental influences include such factors as the availability and cost of financing, land, and materials for building homes; natural conditions that affect the cost of preparing and developing land for housing; and the business decisions of individuals and organizations in home building, finance, real estate, and rental housing that impact housing cost and availability.

The final section of the Housing Assessment Report discusses opportunities for energy conservation that can reduce costs to homeowners and infrastructure costs to the City.

SUMMARY OF FINDINGS

Population Trends

- Benicia's rate of population growth is expected to decline over the next 20 years. The Association of Bay Area Governments (ABAG) projects the City of Benicia will experience a 7 percent growth rate between 2000 and 2010 and a 3 percent growth rate between 2010 and 2020. By comparison, the growth rate in Benicia between 1990 and 2000 was 10 percent. Solano County grew by 16 percent between 1990 and 2000, and ABAG projects Solano County will experience a 20 percent growth rate between 2000 and 2010 and a 15 percent growth rate between 2010 and 2020.
- Benicia's ethnic composition in 2000 was primarily Non-Hispanic White (74 percent) and Hispanic or Latino (9 percent). Between 1990 and 2000, the percentage of Non-Hispanic Whites decreased by 4 percent, from 78 percent in 1990 to 74 percent in 2000, while the percentage of Hispanics or Latinos increased by 2 percent, from 7 percent in 1990 to 9 percent in 2000.
- The City of Benicia's age distribution is very similar to that of Solano County for persons under 18 and persons 65 years and over. According to the 2000 Census, the median age in Benicia (39 years old) is higher than countywide (34 years old) and statewide (33 years old) median ages. Family households represented 70 percent of all households in Benicia in 2000, compared to 75 percent countywide. Just under half, or 49 percent, of the City's family households have children.

Income and Poverty

- Residents of Benicia and Solano County have differing income characteristics. The 2000 Census reports the median household income for a family of four in Benicia was \$67,617, which was roughly \$13,500 higher than the countywide median household income for a family of four of \$54,099. Two-thirds of all Benicia households earned \$50,000 or more compared to one-half of all households countywide. According to the income limits set by the Federal Department of Housing and Urban Development (HUD), the 2002 Solano County median income for a family of four is \$57,200.
- According to the 2000 Census, 4 percent of Benicia's total population was below the poverty level, compared to 8 percent of persons countywide. Female-headed households with children in Benicia had the highest poverty rates at 11 percent; however, residents 65 years of age or older had relatively lower poverty rates at 3 percent.

Employment Trends

- The 2000 Census reports that nearly half (46 percent) of persons living in Benicia are employed in fields related to management and/or professional-type occupations—sales and office occupations were second with 26 percent of the total, and service occupations were third with 13 percent.
- Over the next five years, the California Employment Development Department (EDD) has forecasted new employment in Solano County to be concentrated in retail and service industries, office and managerial professions, and education. Many of these jobs will pay wages or salaries in the low- to moderate-income level for single-wage earner households

based on HUD's 2002 Solano County median household income of \$57,200. This employment growth will contribute to a continuing need for additional affordable housing for such income groups.

Special Needs

- As the current population ages, Benicia will experience an increase in the number of older adults with special housing needs over the next 20 years. According to the 2000 Census, persons age 65 and over represent 9 percent of Benicia's total population, and experienced a 26 percent increase in population between 1990 and 2000.
- Specific findings of housing needs among older adults in Benicia are: 1) financial support for low-income seniors who do not own their homes; 2) additional assisted care living facilities for those who have self-care and mobility limitations; and 3) affordable independent living rental housing.
- Non-elderly individuals with disabilities also have financial and physical needs. According to the 2000 Census, there are approximately 3,611 non-institutionalized persons over age 21 in Benicia with mobility and/or self-care limitations that might require special housing accommodations and supportive services. This number represents roughly 13 percent of the population as a whole. It is difficult to determine how many of these cases may directly pose special needs in housing; however, it is arguable that the needs in housing of persons with disabilities frequently remain unmet by the private market.
- Female-headed householders represent 12 percent of all households in Benicia. Of these households, 770, or 63 percent, were female-headed households with minor children. Poverty rates among female-headed households are typically higher than the general population, and female-headed households with minor children in Benicia have the highest poverty rate (11 percent) than any other sub-population group according to the 2000 Census. Many female-headed householders have extremely low incomes and will continue to require significant financial assistance and subsidized rental housing. Single mothers with minor children also face additional challenges in finding affordable family housing of a suitable size.
- Large family households (defined by the Department of Housing and Community Development (HCD) as family households with five or more persons) in Benicia represent approximately 9 percent of all households (2000 Census). Of these large family households, 77 percent were homeowners, while 23 percent were renters. Compared to the City's large family owner households, it is likely that the large family renter households in Benicia have the greatest unmet needs related to housing availability and affordability based on Census overpayment data, the Benicia Housing Authority waiting list, Section 8 vouchers, available subsidies for three- and four-bedroom rentals, and contacts with the Benicia Community Action Council.
- Information available from the 1990 Census indicated no homeless individuals were visible in Benicia during the Census count; however, the Benicia Community Action Council (CAC), a homeless service provider in Benicia, reports they assisted 52 family cases of homelessness in 2001 and 17 family cases of homelessness between January 2002 and March 2002. According to the CAC, the vast majority (approximately 85 percent) of the homeless family cases they serve are current Benicia residents who have gone homeless; not persons who are traveling through Benicia and need homeless assistance.

Housing Characteristics

- According to the State Department of Finance (DOF), the majority of the City's housing stock consists of single-family detached homes (65 percent), followed by multi-family units of five or more (14 percent).
- According to the 2000 Census, 71 percent of all occupied housing units in the City were owner-occupied, compared to 65 percent countywide. The 2000 Census has not released information on homeownership by race or age, however, in 1990 homeownership in the City was highest among persons age 45 to 64 (83 percent). Non-Hispanic Whites represented 78 percent of the total population and 85 percent of all homeowners, while persons of Hispanic Origin comprised 7 percent of the total population and represented 4 percent of all homeowners. The remaining 11 percent were homeowners of Asian and Pacific Islander decent (6 percent), Black (4 percent), and Native American (less than 1 percent).
- The majority of Benicia's housing stock—approximately 75 percent—is less than 30 years old. Approximately 13 percent of the City's housing was constructed since the 1990s, while 32 percent was constructed during the 1980s.
- According to the 2002 Housing Conditions Survey, 3 percent of the housing stock in Benicia is considered substandard and in need of rehabilitation and less than 1 percent is in need of replacement.
- Overcrowding is defined by the U.S. Census as more than one person per room, excluding uninhabitable spaces such as bathrooms and closets. Of the City's occupied housing units in 2000, approximately 4 percent were overcrowded, compared to a little below 9 percent for Solano County. According to the 2000 Census, overcrowding in Benicia occurred more often in rental housing at 9 percent than owner-occupied housing at 2 percent.

Housing Costs and Affordability

- In 2000, 99 percent of all rental housing in Benicia was affordable to moderate-income households, while 64 percent was affordable to low-income households and 28 percent was affordable to very low-income households. Currently, three properties (Capitol Heights and Casa De Vilarasa I and II) provide 127 subsidized units for very low- and low-income renter households. Of these 127 units, 52 are restricted to very low- and low-income seniors (persons 60 years of age or older).
- According to the 2000 Census, 32 percent of all homeowners in Benicia and 36 percent of all renters pay over 30 percent of their monthly income on housing. The 2000 Census released as of May 2002 does not break down overpayment by income group; however, the 1990 Census reported that approximately 33 percent of very low-income households and 21 percent of low-income households spend over 30 percent of their income on housing in Benicia.
- In 2001, the median price for a three-bedroom single-family home in Benicia was \$329,500, while the median price for a two-bedroom condominium or townhouse was \$210,350. Of the total homes and/or condominiums sold in 2001, no homes were affordable to persons within the very low-income group, while 4 percent of the homes and/or condominiums sold were affordable to persons within the low-income group.

- The median price of all homes for-sale (January 2002) in Benicia was roughly \$25,000 to \$100,000 higher than for the surrounding communities of Martinez, Vallejo, and Fairfield.

Opportunities and Constraints

- ABAG has determined that Benicia has a housing construction need of 413 units for the planning period 1999-2006. In addition, the City has agreed to accept two market-rate units of Solano County's regional housing allocation. Of the total 413 units, 17 percent should be affordable to very low-income households, 12 percent to low-income households, 22 percent to moderate-income households, and 49 percent to above moderate-income households. Very low- and low-income housing needs represent 119 housing units of the City's total housing allocation.
- The City of Benicia has approximately 9 acres of vacant land (five sites), which can accommodate up to 124 new dwelling units at densities potentially affordable to low- and very low-income households, thereby allowing the City to accommodate 100 percent of its very low- and low-income housing allocation.
- Benicia's zoning regulations and development permit processes do not create unreasonable restrictions to the City's ability to accommodate affordable housing.

HOUSING AND DEMOGRAPHIC CHARACTERISTICS

DEVELOPMENT HISTORY

Benicia is located in the southernmost section of Solano County overlooking the Carquinez Strait, which connects San Pablo Bay to the west and the Sacramento Delta to the east. Benicia was founded in 1847 and early on served as a convenient port along the way to California's gold fields. During the 1940s, Benicia nearly tripled its population due to wartime employment at the Mare Island Shipyards in Vallejo and at the United States arsenal in Benicia. In 1964, the 2,300-acre arsenal property was abandoned by the government and partially developed as a business park by Benicia Industries. Employment steadily increased as new businesses moved into the Benicia Industrial Park. In 1971, the Southampton Company acquired most of the undeveloped land north of Interstate 780 and began building houses. Since the early 1970s, Benicia has continued to grow steadily due to its proximity to Contra Costa County and other Bay Area employment centers, and because of its own expanding employment base. Today, Benicia is approaching build-out stage in residential development where vacant land is limited.

POPULATION CHARACTERISTICS

Population Trends

Between 1990 and 2000, Benicia experienced a slower growth rate than Solano County (Table A-1).

Table A-1

Benicia Population Growth

	1990	2000	Percent Change
City	24,437	26,865	10%
County	340,421	394,542	16%

Source: 1990 and 2000 Census.

Table A-2 includes the ABAG projections for the City and County through 2020. For the City of Benicia, ABAG has projected a 7 percent rate of growth between 2000 and 2010 and a 3 percent increase between 2010 and 2020. By comparison, ABAG has projected that Solano County will experience a 20 percent growth rate between 2000 and 2010 and a 15 percent increase between 2010 and 2020. According to ABAG projections, Benicia is expected to reach a population of approximately 30,000 by 2020.

Between 1990 and 2000, the number of households in the City increased by 12 percent. ABAG projects increases around 4 percent between 2000 and 2010. The number of persons per household in Benicia between 2000 and 2010 is projected to increase by 2 percent, rebounding back from the 2 percent decline between 1990 and 2000. By 2020, however, the average household size is projected

to decrease to 2.61 persons per household. As a whole, ABAG projects Solano County will experience similar increases and decreases in average household size from 2000 to 2020.

Table A-2

Benicia and Solano County Population Growth 1990-2020

	1990 ¹	2000 ¹	2010 ²	2020 ²
Population				
Benicia	24,437	26,865	28,700	29,600
Solano County	340,421	394,542	474,900	547,100
Households				
Benicia	9,208	10,328	10,800	11,310
Solano County	113,429	130,403	155,480	181,760
Persons per Household				
Benicia	2.65	2.60	2.65	2.61
Solano County	2.88	2.90	2.95	2.92

Source: 1990 and 2000 Census and ABAG Projections, 2002.

¹1990 and 2000 Census.

²ABAG Projections 2002.

Ethnicity

Table A-3 provides a comparison of Benicia, Solano County, and California's populations by race. Between 1990 and 2000, the percentage of Non-Hispanic Whites in Benicia decreased by 4 percent, while the percent of Hispanics or Latinos increased by 2 percent. All other racial and/or ethnic groups remained small percentages of the City's population and experienced little population fluctuation. Comparably in 2000, Solano County was comprised of a smaller percentage of Non-Hispanic Whites and a significantly larger percentage of Hispanic or Latino than Benicia. Solano County's population of Asian and Pacific Islander was also more than twice that of Benicia's Asian and Pacific Islander population in 2000.

Table A-3

Comparison of Race by City, County, and State Population

Race	Benicia 1990	Benicia 2000	Solano County 2000	California 2000
Non-Hispanic White	78%	74%	49%	47%
Black	5%	5%	15%	6%
Native American	<1%	<1%	<1%	1%
Asian/Pacific Islander	7%	7%	18%	11%

Race	Benicia 1990	Benicia 2000	Solano County 2000	California 2000
Other Race	2%	<1%	<1%	<1%
Two or More Races ¹	--	4%	6%	3%
Hispanic or Latino	7%	9%	18%	32%

Source: 1990 and 2000 Census.

¹This is a 2000 Census category only.

Age of Population

A comparison of the ages among the City, County, and State populations shows general similarities in the very young and the very old (Table A-4). According to the Census in 2000, the median ages for Solano County and California were below the City's median age of 39 years old. Individuals under 20 years of age comprised 30 percent of the City's population in 2000, while persons age 55 and over totaled 19 percent. Individuals 35 years of age or older comprised 56 percent of the City's population in 2000, compared to 48 percent countywide and statewide.

Table A-4

Age Distribution (2000)

Age	Benicia 2000	Solano County 2000	California 2000
Under 5 years	6%	7%	7%
5 to 19 years	24%	24%	23%
20 to 34 years	14%	21%	22%
35 to 54 years	37%	31%	29%
55 to 64 years	10%	8%	8%
65 and over	9%	9%	11%
Median age	39	34	33

Source: 2000 Census.

Household Type and Composition

Further insight into the characteristics of the City's population can be gained by examining household composition, such as the proportion of families with children, single adults, and single parents.

Table A-5 provides information on the number of persons per household in 2000. Two-person households represented the highest percentage of households in both Benicia and Solano County. One-person households represented the next largest percentage for the City (23 percent). Compared to Solano County, Benicia had a higher proportion of one- and two-person households, an equal proportion of three- and four-person households, and a lower percentage of households with five or more persons.

Table A-5

Number of Persons per Household (2000)

	Benicia 2000	Solano County 2000
1 Person	23%	20%
2 Persons	33%	30%
3 Persons	18%	18%
4 Persons	17%	17%
5 Persons	7%	9%
6 Persons	2%	4%
7+ Persons	<1%	2%
Total	10,350	130,440

Source: 2000 Census.

In addition to household size, household composition provides important indicators of population characteristics and trends (Table A-6). The 2000 Census reported 70 percent of all households in Benicia were family households and of those households, 77 percent were married-couple households. Compared to the countywide population, Benicia had a slightly lower percentage of family households. Although the majority of Benicia residents in 2000 lived in family households, roughly one-third (30 percent) of the households in Benicia were non-family households. These households were primarily single adults (including seniors) but also other unrelated individuals. The 2000 Census records persons living in-group quarters separately and considers them to be non-family households. In 2000, Benicia had 54 households within group quarters, half of which were institutionalized.

Table A-6

Household Composition by Type (2000)

Household Type	Number of Households		Percent of Households	
	City	County	City	County
Family Households	7,244	97,375	70%	75%
Married Couple Family Households	5,602	72,596	77%	75%
With Children	2,778	37,117		
Without Children	2,824	35,479		
Other Family Households	1,642	17,947	23%	25%
With Children	770	11,054		
Without Children	3,872	6,893		

Household Type	Number of Households		Percent of Households	
	City	County	City	County
Non-family Households	3,084	33,028	30%	25%
Living Alone	2,440	25,525	79%	77%
Householders 65 and over	697	8,499		
Householders under 65	1,743	17,026		
Others	644	7,503	21%	23%
Total Households	10,328	130,403	100%	100%
Group Quarters (Non-Family Households)				
Institutionalized persons	27	12,090	50%	76%
Other persons in group quarters	27	3,884	50%	24%
Total Group Quarters	54	15,974	100%	100%

Source: 2000 Census.

INCOME CHARACTERISTICS

Table A-7 provides 1990 and 2000 Census information for median household, median family, and median non-family incomes for the City of Benicia and Solano County. Between 1990 and 2000, Benicia's median household income increased by roughly \$18,000, while Solano County's median household income increased by roughly \$15,000. For Benicia, this represents a 36 percent increase in median household income.

By comparison, in 1990 Benicia had median household, family, and non-family incomes roughly six- to ten-thousand dollars greater than Solano County's median incomes. Overall, Benicia's median household and family incomes in 2000 were between thirteen- and seventeen-thousand dollars greater than Solano County's median incomes for the same categories.

In addition to population projections, ABAG provides income projections for Bay Area communities. According to the 2002 ABAG projections, the 2005 mean household income for the Benicia Sphere of Influence is \$87,500, while the projected 2010 mean household income is \$88,900. Compared to Solano County, ABAG's 2002 projections estimated the mean household income in 2005 to be \$68,100 and a projected 2010 mean household income of \$71,600.

Table A-7

Median Incomes in Benicia and Solano County

	Benicia		Solano County	
	1990	2000	1990	2000
Median Household Income	\$49,660	\$67,617	\$39,113	\$54,099
Median Family Income	\$56,735	\$77,974	\$42,392	\$60,597
Median Non-Family Income	\$30,491	-- ¹	\$24,112	-- ¹

Source: 1990 and 2000 Census.

¹Census 2000 information was not available as June 2002.

Table A-8 provides a comparison of 1990 and 2000 Census information on the distribution of incomes in Benicia and Solano County. Two-thirds of Benicia's households in 2000 were earning incomes of over \$50,000, compared to roughly one-half of households countywide. Changes in household incomes between 1990 and 2000, both citywide and countywide, are reflected in an increase of the percentage of households earning incomes over \$75,000.

Table A-8

Household Income

Income	Percent of Total Households in Benicia		Percent of Total Households in Solano County	
	1990	2000	1990	2000
Less than \$14,999	10%	7%	15%	9%
\$15,000 to \$24,999	10%	8%	14%	9%
\$25,000 to \$34,999	11%	7%	15%	11%
\$35,000 to \$49,999	19%	13%	22%	16%
\$50,000 to \$74,999	27%	20%	22%	23%
\$75,000 to \$99,999	13%	17%	8%	15%
\$100,000 to \$149,999	8%	19%	3%	12%
\$150,000 or more	2%	9%	<1%	5%

Source: 1990 and 2000 Census.

Income Levels

Four income categories are typically used for comparative purposes that are based on a percentage of the county median income and adjusted for household size. These categories are referred to as "very low-income," "low-income," "moderate-income," and "above moderate-income."

The median income on which these four categories are based represents the mid-point at which half of the households earn more and half earn less. In a normally distributed population (that is, one not skewed to either end of the income scale), approximately 40 percent of the population will have income within the very low- and low-income ranges, about 20 percent within the moderate-income range, and about 40 percent in the above moderate-income range.

The standard definition of income categories used by HUD is that households earning 50 percent of the median household income or less are classified as very low-income, households earning between 51 and 80 percent of the median household income are classified as low-income, households earning between 81 and 120 percent of the median household income are moderate-income, and households earning greater than 120 percent of the median household income are above moderate (Table A-9).

Table A-9

Definitions Used for Comparing Income Levels

Income Definitions	
Very Low-Income	50 percent of the Solano County Median Income
Low-Income	51 to 80 percent of the Solano County Median Income
Moderate-Income	81 to 120 percent of the Solano County Median Income
Above Moderate-Income	121 percent of the Solano County Median Income and above

Source: HUD Income Limits, 2001.

Table A-10 provides the approximate percentage of Solano County and Benicia residents that are within the very low-, low-, moderate-, and above moderate-income ranges based on the 2000 Census Solano County median household income for a family of four of \$54,099. Although Solano County's income distribution is weighted towards the lower income categories, it is still closer to a normally distributed population than Benicia because of its much larger population—44 percent of the population countywide is within the very low- and low-income ranges, 20 percent within the moderate-income range, and 36 percent in the above moderate-income range. Benicia's population is weighted more towards the upper end of the income scale, with a very low- and low-income population comprising 35 percent of all households and an above-moderate income population comprising 47 percent of all households.

Table A-10

2000 City and County Household Income Range by Income Category

Income Category	2000 Income Range ¹	Benicia Percent of Households in 2000	Solano County Percent of Households in 2000
Very Low-Income	\$0 - \$27,049	15%	18%
Low-Income	\$27,050 - \$43,279	20%	26%
Moderate-Income	\$43,280 - \$64,919	18%	20%
Above Moderate-Income	\$64,920 and over	47%	36%
2000 Benicia City Median Income: \$67,617 ²		2000 Solano County Median Income: \$54,099 ²	
2002 Solano County Median Income: \$57,200 ³			

Source: 2000 Census and 2002 HUD Income Limits.

¹Based on the 2000 Census Solano County Median Income for a family of four.

²2000 Census Median Income.

³2002 HUD Income Limits.

Another measure of changes in estimated income is the annual release of income limits prepared by HUD and adopted by the State of California for determining eligibility for various housing programs. These limits define the dollar amount of each of the four income levels discussed previously (very low, low, moderate, and above moderate) based on a percentage of the estimated median income for the county in which the jurisdiction is located. Although these income limits are

not based on actual surveys of local incomes, the annual changes can show trends in estimated changes among different regions of the State.

Table A-11 provides HUD income limits for Solano County in 2002. According to HUD, the estimated 2002 median income for a family of four is \$57,200 in Solano County.

Table A-11

Solano County Income Limits (2002)

Household Size	Extremely Low-Income (30 Percent of Median)	Very Low-Income (50 Percent of Median)	Low-Income (80 Percent of Median)
1 Person	\$12,000	\$20,000	\$32,050
2 Persons	\$13,750	\$22,900	\$36,600
3 Persons	\$15,450	\$25,750	\$41,200
4 Persons	\$17,150	\$28,600	\$45,750
5 Persons	\$18,550	\$30,900	\$49,400
6 Persons	\$19,900	\$33,200	\$53,100
7 Persons	\$21,300	\$35,450	\$56,750
8 Persons	\$22,650	\$37,750	\$60,400

Source: HUD Income Limits, 2002.

Poverty

The poverty level of income is a federally defined measure of the minimum income needed for subsistence living. The poverty level is an important indicator of severe financial distress, and the rate of poverty in a community (proportion of the population with poverty level incomes or less) provides important information about individuals and families in greatest financial need. The dollar threshold for poverty is adjusted each year by the Federal government for household size and composition. Table A-12 provides poverty thresholds for several types of households (2000).

Table A-12

Poverty Thresholds (2000)

Single Person 65+	\$8,259	Two Adults, One Child	\$13,861
Single Person Under 65	\$8,959	One Adult, Three Children	\$17,524
Two Persons 65+	\$10,409	Two Adults, Two Children	\$17,463
Two Persons Under 65	\$11,531	One Adult, Four Children	\$20,236
One Adult, Two Children	\$13,874	Two Adults, Three Children	\$20,550

Source: 2000 Census.

In most communities, seniors typically have below-average rates of poverty compared to the population as a whole, and female-headed households with children typically have the highest rate of poverty. According to the 1990 Census, approximately 5 percent of the City's population was below the poverty level, compared to 7 percent countywide (Table A-13). Of individuals in households with incomes below the poverty level, female-headed households with children had the highest poverty rate of 18 percent, while persons age 65 and over had a poverty rate of 7 percent. Between the different race and ethnic groups in the City, Blacks had the highest poverty rate, followed by persons of Hispanic Origin.

A limited amount of 2000 Census information has been released regarding the percent of persons below the poverty level. In 2000, 4 percent of the total population, 4 percent of persons 18 years and over, 3 percent of persons 65 years and over, 12 percent of female-headed householders, and 3 percent of married-couple families in Benicia were below the poverty level. In comparison, 8 percent of the total population, 7 percent of persons 18 years and over, 6 percent of persons 65 years and over, 18 percent of female-headed householders, and 6 percent of married-couple families countywide were below the poverty level.

Table A-13

Benicia 1990 Poverty Rates as Compared to Solano County

Group	Above Poverty Level		Below Poverty Level		Percent Below the Poverty Level	
	Benicia	Solano County	Benicia	Solano County	Benicia	Solano County
65 and Over	1,839	25,161	146	1,748	7%	6%
Under 65	21,188	276,067	1,177	22,486	5%	7%
Under 18	6,110	85,754	518	10,153	8%	11%
18-64	16,917	190,313	659	12,533	4%	6%
Female Headed Households with Children	755	9,589	168	3,057	18%	24%
Married Couple Families	5,556	68,200	69	1,703	1%	2%
Black	1,098	36,158	204	5,651	16%	14%
Asian/Pacific Islander	1,781	40,363	95	2,747	5%	6%
Hispanic	1,515	35,533	193	4,834	11%	12%
Native American	179	2,977	0	378	0%	11%
White	19,622	205,866	937	13,130	5%	6%
Other	347	15,844	87	2,528	2%	14%
Total Population¹	23,027	300,228	1,323	24,234	5%	7%

Source: 1990 Census.

¹Total population is the household population only, excludes residents living in-group quarters.

EMPLOYMENT TRENDS

According to the 1997 U.S. Economic Census, 19 percent of the business establishments in Benicia were based on manufacturing. Professional, scientific, and technical services had the second largest number of establishments with 18 percent, 17 percent were employed in retail trade, and 13 percent were employed in accommodation and food services. The remaining 33 percent were related to administration/office, educational services, health care services, and arts/entertainment/recreational.

Recently released 2000 Census information based on the employed civilian population 16 years and over revealed that nearly half (46 percent) of persons living in Benicia are employed in management and/or professional-type occupations—sales and office occupations were second with 26 percent of the total, and service occupations were third with 13 percent.

Table A-14 lists major employers in the City of Benicia. The majority of the top employers in Benicia can be characterized as related to industrial manufacturing, distribution, retail services, education, and government.

Table A-14

Major Employers in the City of Benicia (2002)

Company	Product/Service	Employees
Valero Refining Company	Petroleum Refinery	995
Benicia Unified School District	Education	562
Corey Delta Construction	General Engineering Contractor	350
Almillo Steel	Steel Fabrication	220
West Coast Beauty Supply	Corporate Offices, Beauty Supplies	210
City of Benicia	Municipal Government	210
The Customer Company	Corporate Offices, Distribution	185
Institutional Financing Services	School Gift Item Sales	173
Raley's	Grocery/Drug Store	153
California Erectors Bay Area	Structural Steel Construction	150
C.E. Toland & Sons	Metal Fabrication	150
Dunlap Manufacturing, Inc.	Mfg/Dist. of Musical Accessories	120
Rockridge Technologies	Nuclear Plan Field Inspection	119
Coca-Cola Bottling Company	Soft Drinks Distribution	115
Copart Salvage Auto Auction	Auto Auction	107
Henry Wine Group	Import, Wholesale, Distribution of Wine	104
Benicia Fabrication & Machine	Metal Products Manufacturing	101

Source: www.ci.benicia.ca.us, February 2002.

Area Employment Profile

The California Employment Development Department produces an Occupational Employment and Wage Data spreadsheet by metropolitan statistical area (MSA) annually. Table A-15 is based on a sample of jobs taken from Table A-16 relating to projected job growth in Solano County. Occupations listed are in the areas of retail sales, service, technical fields, laborers, and general office personnel. Table A-15 lists the mean annual wage and the 25th and 75th percentile annual wage of the working force for each job category. Over half of the occupations listed in Table A-15 have mean annual wages in the very low- and low-income ranges, as defined in Table A-10 (page A-12).

Table A-15

Solano County Occupational Employment (2000) and Wage Data (2001)¹

Occupational Title	Employment Estimates	Mean Annual Wage	25 th Percentile Annual Wage	75 th Percentile Annual Wage
General and Operations Managers	2,550	\$77,230	\$50,394	\$102,980
Fire Fighters	200	\$44,581	\$28,641	\$58,468
Bus Drivers	210	\$21,158	\$17,659	\$23,649
Truck Drivers, Heavy or Tractor Trailer	1,840	\$36,652	\$31,033	\$43,347
Computer Systems Analyst	230	\$52,464	\$42,619	\$57,720
Corrections Officers and Jailers	1,250	\$50,553	\$47,278	\$55,910
Security Guards	1,500	\$26,482	\$23,792	\$27,934
Elementary School Teachers, except Special Education	2,040	\$46,460	— ²	— ²
Middle School Teachers, except Special Education	680	\$49,625	— ²	— ²
Secondary School Teachers, except Special Education	2,410	\$48,684	— ²	— ²
Registered Nurses	2,710	\$57,736	\$49,587	\$67,662
Landscaping and Grounds-keeping Workers	1,570	\$22,680	\$15,516	\$27,851
Combined Food Preparation and Service Workers	3,070	\$15,055	\$14,040	\$16,764
Cooks, Restaurant	1,920	\$20,380	\$16,411	\$22,147
Hand Packers and Packagers	1,590	\$25,371	\$17,659	\$32,011
Waiters and Waitresses	3,770	\$13,697	\$14,040	\$14,996
Cashiers	5,560	\$19,258	\$14,123	\$21,569
Retail Salespersons	5,890	\$20,542	\$14,643	\$22,110
Receptionists and Information Clerks	1,650	\$21,967	\$17,908	\$25,646

Occupational Title	Employment Estimates	Mean Annual Wage	25 th Percentile Annual Wage	75 th Percentile Annual Wage
General Office Clerks	2,630	\$24,818	\$19,780	\$29,785
Carpenters	2,050	\$46,384	\$38,750	\$67,121
Janitors, Cleaners	2,640	\$20,520	\$15,974	\$24,668

Source: EDD, 2001.

¹Vallejo-Fairfield-Napa Primary Metropolitan Statistical Area (PMSA) (Napa and Solano counties).

²For some occupations, workers may not work full-time all year round. For these occupations it is not feasible to calculate an hourly wage.

Table A-16 provides employment projections by occupations that have the greatest absolute job growth potential in Solano County between 1997 and 2004. EDD projects Solano County's occupational trends and new employment will be concentrated in retail and service industries, office and managerial professions, and education. Many of these jobs will pay wages in the low- and moderate-income ranges, as defined in Table A-10 (page A-12).

Table A-16

Solano County Absolute Job Growth Employment Projections (1997-2004)

Occupation	Annual Averages		Absolute Change (Number of Jobs)	Percent Change
	1997	2004		
Retail Salesperson	4,490	5,260	770	17%
Cashiers	3,710	4,420	710	19%
Teachers, Secondary School	2,370	2,990	620	26%
General Office Clerks	2,340	2,880	540	23%
General Managers, Top Executives	2,330	2,770	440	19%
Janitors, Cleaners	1,580	2,020	440	28%
Truck Drivers, Heavy or Tractor Trailer	1,400	1,840	440	31%
Waiters and Waitresses	1,890	2,320	430	23%
Teachers Aides, Paraprofessional	980	1,370	390	40%
Correction Officers and Jailers	940	1,330	390	42%
Security and Watch Guards	620	930	310	50%
Combined Food Preparation and Service Workers	1,570	1,860	290	19%
Teachers, Elementary School	1,160	1,420	260	22%
Laborers, Landscaping and Groundskeeping	990	1,250	260	26%
Carpenters	940	1,200	260	28%
Hand Packers and Packagers	830	1,090	260	31%

Occupation	Annual Averages		Absolute Change (Number of Jobs)	Percent Change
	1997	2004		
Cooks, Restaurant	1,010	1,260	250	25%
Registered Nurses	1,570	1,790	220	14%
Receptionists and Information Clerks	990	1,190	200	20%

Source: EDD, 2001.

Table A-17 provides employment projections, by industry, between 1997 and 2004 for Solano County. Services industries are projected to have the greatest percent change in employment and make up the largest percentage of employers in the County.

Table A-17

Solano County Employment Projections by Industry (1997-2004)

Industry	1997 Annual Average	2004 Annual Average	Percent Change	Percent of Total
Services	24,200	31,600	31%	26%
Construction and Mining	7,900	10,000	27%	8%
Transportation and Public Utilities	4,400	5,500	25%	4%
Trade – Wholesale	3,800	4,600	21%	4%
Government	22,400	26,900	20%	22%
Manufacturing	9,800	11,600	18%	9%
Trade – Retail	24,400	28,400	16%	23%
Finance, Insurance & Real Estate	4,000	4,500	13%	4%
TOTAL	100,900	123,100	22%	100%

Source: EDD, 2001.

SPECIAL HOUSING ASSESSMENT

Beyond the general housing assessments identified in this document, State law requires that the Housing Element include an evaluation of housing issues among “special needs groups” within the community. These “special needs groups” include the following: the elderly, the physically challenged, families with female heads of household, large families, farmworkers, and persons and/or families in need of emergency shelter or transitional housing.

Elderly

Persons over the age of 65, generally known as the elderly, face special housing challenges related to physical and financial conditions. Often times, older adults face declining mobility and self-care capabilities that create special housing needs and challenges for them. Many older adults, even those owning their own homes, face financial challenges due to limited incomes from Social Security and other retirement benefits. Data on the incomes and housing expenses of householders 65 and older indicate that a substantial number (although by no means the majority) of these older adults may need assistance related to:

- repair and maintenance of owned dwellings units;
- modifications to existing homes to better meet mobility and self-care limitations;
- financial assistance to meet rising rental housing costs for those who do not own; and
- supportive services to meet daily needs, such as those provided at assisted care residences.

Table A-18 provides information on the number of older adults living in Benicia in 1990 compared to 2000. The population age 65 and over in the City of Benicia has increased more rapidly than the total population, as has the population 55 to 64 years of age. In 2000, the population represented by persons age 55 to 64 was 10 percent of the total population, while persons 65 years of age or more represented 9 percent. As the total number of older adults in Benicia continues to increase it can be determined that the housing needs of seniors will continue to be a significant aspect of total housing needs in the City.

Table A-18

Pattern of Aging of the Benicia Population

	1990	2000	Percent Change
Total Population	24,437	26,865	10%
Population 55 – 64	1,764	2,569	45%
Population 65+	1,985	2,498	26%

Source: 1990 and 2000 Census.

In 1990, the incidence of poverty among the population in Benicia over 65 years of age was 7 percent – slightly greater than persons age 18 to 64 and the City’s population as a whole (4 and 5 percent respectively). These percentages show that persons age 65 and over, as a group in Benicia, are adversely affected by poverty more than the population as a whole and those aged 18-64. It is common for seniors to have higher poverty rates even though Social Security and other retirement benefits provide a guaranteed minimum income. The 2000 Census reports, however, that poverty

among persons age 65 and over has decreased in Benicia since 1990 to 3 percent of the total population.

Tenure is also important when analyzing the needs of seniors. Older adults typically have the highest rates of homeownership of any age group. In 1990, Benicia's homeownership rate among persons age 65 and over was the same as the homeownership rate of the total population (70 percent). The proportion of persons age 55 and over living in owner-occupied housing was 83 percent. Although seniors represented about 8 percent of the population, they comprise 14 percent of all homeowners.

One common special need for a growing portion of the population age 65 and over is for assisted living facilities that combine meal, medical, and daily living assistance in a residential environment. The 2000 Census reports that of the total population age 65 and over (2,498 persons), 930, or roughly 37 percent have mobility and/or self-care limitation status. Three State Department of Social Service care facilities were identified as providing services in Benicia to residents age 65 and over: Benicia Views Care Home, Harbor View Living, and Mae Senior Care Home (Table A-19).

The number of assisted living facilities in Benicia may be insufficient to meet the current and future needs for seniors who have mobility and self-care limitations. As current seniors and near-seniors living in Benicia age, their physical needs and capacities will change, and the need for daily living assistance will increase. Contacts with the assisted living facilities listed in Table A-19 revealed a need for additional care facilities due to lengthy waiting lists and the amount of phone calls received inquiring about space availability.

Table A-19

State Department of Social Services Licensed Elderly Care Facilities in Benicia

Name	Address	License Status	Number of Beds
Benicia Views Care Home	736 Anita Circle	Licensed	6
Harbor View Living	370 St. Augustine	Pending	4
Mae Senior Care Home	517 Hastings Drive	Licensed	5

Source: State of California Care Network, January 2002.

Mobility and Self-Care Limitations

According to the 2000 Census, there are approximately 3,611 non-institutionalized persons over age 21 in Benicia with mobility and/or self-care limitations that might require special housing accommodations and supportive services. This number represents roughly 13 percent of the population as a whole. Persons over the age of 65 with mobility and/or self-care limitations represent 3 percent of the total population in Benicia.

It is difficult to determine how many of these cases may directly pose special needs in housing. Special needs relate primarily to access and safety considerations, although given the limited income potential for many disabled persons, housing affordability is also a primary concern. Individuals with disabilities may require financial assistance to meet their housing needs because typically a higher percentage are low-income and their special housing needs are often more costly than conventional housing. Such individuals can have a number of special needs that distinguish them from the population at large.

Examples of some of these special needs include, but are not limited to:

- Mobility difficulties (such as those confined to wheelchairs) may require special accommodations or modifications to their homes to allow for continued independent living. Such modifications are often called “handicapped access.”
- Self-care limitations (which can include persons with mobility difficulties) may require residential environments that include in-home or on-site support services, ranging from congregate to convalescent care. Support services can include medical therapy, daily living assistance, congregate dining, and related services.
- Developmental disabilities and other physical and mental conditions that prevent them from functioning independently may require assisted care or group home environments.

Some people with mobility and/or self-care limitations are able to live with their families, who can assist in meeting housing and daily living needs. A segment of the disabled population, particularly low-income and retired individuals, may not have the financial capacity to pay for needed accommodations or modifications to their homes. Even those able to pay for special housing accommodations may find them unavailable in Benicia.

Families with Female Heads of Households

Most female-headed households are either single, women over the age of 65, or single females with minor children (mothers or other female relatives). Traditionally, these three groups have been considered special needs groups because their incomes tend to be lower, making it difficult to obtain affordable housing, or because they have specific physical needs related to housing (such as child care or assisted living support for older adults). Single mothers, in particular, tend to have difficulty in obtaining suitable, affordable housing. Such households also have a greater need for housing with convenient access to child-care facilities, public transportation, and other public facilities and services.

Of the 10,328 households in the City in 2000, 1,227 were female-headed households, or 12 percent of the total households in Benicia. Of these households, 770, or 63 percent, were female-headed households with minor children. According to the 2000 Census, 12 percent of female-headed households are classified as living below the poverty level. It may be assumed that most of these households are overpaying for housing (i.e., more than 30 percent of their income), or are experiencing other unmet housing needs. As a result of poverty, female heads of households often spend more on immediate needs such as food, clothing, transportation, and medical care, than on home maintenance, which results in living units falling into disrepair.

Large Families

Large families (usually defined as family households with five or more persons) can have difficulty securing adequate housing due to the need for a larger number of bedrooms (three or more) to avoid overcrowding. Overcrowding is typically defined as more than one person per room, excluding uninhabitable space such as bathrooms and hallways. It becomes difficult when large families try to find adequate rental units within their budget, because rentals typically have fewer bedrooms than ownership housing. As a result, large families tend to have higher rates of overcrowding and overpaying for housing (housing costs that exceed 30 percent of a household's income). Many large families are composed of immigrants and/or minorities who may face additional housing challenges due to discrimination and/or limited language proficiency.

In 2000, Benicia had 968 households of five or more persons, approximately 9 percent of all households citywide; a percentage slightly lower than the proportion of large family households countywide (15 percent). Of the total large family households, 77 percent were owner-occupied households, while 23 percent were renter-occupied households. It is likely that the large family renter households have the greatest needs related to housing availability and affordability.

Farmworkers

Because specific data on the number of farmworkers in a community is not systematically collected, it is difficult to assess the precise needs of this group. The 2000 Census reported that less than one percent (57 persons) of the labor force in the City of Benicia was engaged in the occupations of agriculture, forestry, fishing, hunting, and mining. Given that Benicia's economy is essentially non-agricultural orientated and that Benicia is located away from any major agricultural production area, it is likely that the majority of the 57 persons counted in the 2000 Census under the industry category of agriculture, forestry, fishing, hunting, and mining are not employed in agriculture. It can be concluded, therefore, that there is not a significant demand for migrant farmworker housing in the City of Benicia.

Homeless

The housing needs of homeless persons are more difficult to measure and assess than those of any other population subgroup. Since these individuals have no permanent addresses, they are not likely to be counted in the Census. Homelessness is a housing issue that has become a significant social concern in recent years. The number of homeless persons has increased dramatically in the last decade for a number of reasons, including:

- the lack of housing affordable to very low- and low-income persons,
- increases in unemployment or under-employment,
- reductions in government subsidies,
- de-institutionalization of the mentally ill,
- domestic violence,
- drug addition, and
- dysfunctional families.

Information available from the 1990 Census indicated no homeless individuals were visible in Benicia during the Census count. Nonetheless, homeless individuals are present in Benicia according to contacts with the Benicia Community Action Council, the primary homeless service provider in the City. CAC reports that there were 52 family cases of homelessness in 2001, 16 of which dealt with the chronically homeless. Of the 16 chronically homeless cases, the CAC reported that five were because of mental illness, eight because of drug abuse, three because of alcohol abuse, four because of inappropriate behavior, two because of poverty, and seven by choice (note: some cases dealt with multiple reasons for being homeless). The CAC reports they assisted 17 cases of homelessness in 2002 as of March 26. A breakdown of reasons for being homeless was not available for the 2002 cases. According to the CAC, the vast majority (approximately 85 percent) of the homeless family cases they serve are current Benicia residents who have gone homeless; not persons who are traveling through Benicia and need homeless assistance.

The City of Benicia does not currently have a homeless shelter or transitional housing facilities. The CAC refers homeless clients to emergency shelters in Vallejo (Christian Health Center) and Fairfield (Heather House). These facilities are approximately 10 to 20 miles from Benicia.

Agencies Offering Public Assistance to the Homeless and Other Special Needs Groups

There are several public service organizations and agencies in the Solano County area that offer shelter, counseling, or other services for the homeless, abused, and elderly.

Benicia Community Action Councils (CAC) is located at 480 Military East Street, Benicia, and is a partnership of citizens, volunteers, and staff who offer a broad range of support services to all ages of economically disadvantaged Benicia residents. The CAC provides guidance, resources, and referrals to a range of clients including, but not limited to: seniors, youth, physically disabled, mentally ill, and homeless. Some of the services that CAC provides for seniors include: Meals-on-Wheels Program, transportation to medical appointments, legal referrals, income tax assistance, senior picnics, board-and-care referrals, home visits, and the Adopt-a-Family program. Other services provided by CAC include: emergency food, referrals to shelters, clothes closet, referrals to Families in Transition (FIT), recreation programs for youth, Season of Sharing Program, case management, education and employment counseling, and the Buckle-Up Baby Program.

The CAC works with several churches in Benicia through partnerships to provide food and social services. Some of these churches include, but are not limited to: First Baptist Church, Calvary Community Church, St. Paul's Episcopal Church, St. Vincent's, and the Community Congregational Church. The CAC is also involved with the Ministerial Association in Benicia.

According to contacts with the CAC, as of March 26, they have served 369 persons in 2002. Persons in families represented approximately 57 percent of persons served (212). Well over half of the people served by the CAC were Non-Hispanic Whites (69 percent) followed by Blacks (15 percent) and persons of Hispanic Origin (13 percent). Single-parent female-headed families represented 13 percent of total persons served. Persons age 17 and under represented 29 percent of persons served, ages 18-54 represented 35 percent, and persons age 55 and older represented 36 percent of persons served by the CAC.

Christian Health Center is located at 2166 Sacramento Street, Vallejo, and is run by the Lord's Fellowship Church. There are 26 beds for men, 7 for teens, and 22 for women and children. The length of stay varies, depending on whether it is the first or a subsequent stay. Three meals a day are provided.

Coalition Against Homelessness (CAH) is located at 74 Ohio St., Fairfield. The coalition operates the Heather House located at 31 Jefferson Street, Fairfield, which provides a 24-bed facility for all homeless except single males. Services include three meals a day as well as housing information. The CAH also operated a day center where homeless persons could take a shower, receive meals, employment counseling, and bus transportation to overnight shelters; however, it was recently closed down. Because of this closure, the Benicia CAC has reported an influx of the chronically homeless for their services.

Opportunity House is located at 712 Catherine Street, Vacaville. Opportunity House is a 24-bed facility for women, women with children, men with children, and couples if married (with proof). Residents must be able to work and save 75 percent of their earnings to establish future housing. Three meals per day for a 60-day period are provided. The stay is extendable with proof of upcoming housing, i.e., a rental contract. Residents are randomly tested for drugs and will be asked to leave if they test positive. Case managers are also available.

Solano Food Bank, located in Suisun City, is operated by the county of Solano. The Food Bank distributes food to public and private non-profit agencies on Tuesdays through Thursdays; Fridays

the facility is open to the public from 9:00 a.m. to 11:00 a.m. The Food Bank distributes from 40 to 60 pounds of food a day to individuals over 18 years of age.

Catholic Social Services is located at 745 Georgia Street, Vallejo. It does not provide a homeless shelter, but does provide several other types of assistance. In addition to a free counseling program, there is also a special program for seniors called Friendship, whereby seniors in the program receive a friendly phone call each day for support. The agency also provides an emergency food program, primarily for Vallejo residents. Through this program, individuals are given food every three months.

Richmond Public Health HIV/AIDS Clinic (Northern Contra Costa County) provides a variety of AIDS related services for people at risk for AIDS or those who have contracted the HIV virus or have AIDS. Services include AIDS education and prevention information, community support groups, case management, hospice care, HIV testing, referrals to physicians, help with transportation, food, and some financial assistance. No one is denied services due to their inability to pay.

HOUSING CHARACTERISTICS

Housing Composition

Tables A-20 and A-21 provide annual changes in the housing stock for the City of Benicia and Solano County respectively for the period January 1990 through January 2001, as determined by the California Department of Finance. In 2000, roughly two-thirds of dwelling units in Benicia were single-family detached homes (65 percent). By comparison, Solano County had roughly 70 percent of the housing stock consisting of single-family detached homes. Mobile homes were approximately 3 percent of both the City and County's housing units.

Table A-20

Housing Estimates for the City of Benicia (1990-2001)

Year	Housing Units							Persons Per Household
	Total	Single		Multiple		Mobile Homes	Units Occupied	
		Detached	Attached	2 to 4	5 Plus			
1990	9,587	6,166	936	812	1,311	342	9,208	2.65
1991	9,871	6,269	997	812	1,451	342	9,481	2.68
1992	9,990	6,387	998	812	1,451	342	9,595	2.71
1993	10,115	6,469	1,041	812	1,451	342	9,715	2.72
1994	10,213	6,538	1,066	814	1,453	342	9,810	2.73
1995	10,260	6,567	1,082	816	1,453	342	9,854	2.76
1996	10,273	6,578	1,082	818	1,453	342	9,886	2.74
1997	10,330	6,643	1,074	818	1,453	342	9,921	2.75
1998	10,439	6,752	1,074	818	1,453	342	10,026	2.76
1999	10,673	6,893	1,198	818	1,453	311	10,292	2.81

Year	Housing Units							Persons Per Household
	Total	Single		Multiple		Mobile Homes	Units Occupied	
2000	10,716	6,936	1,198	818	1,453	311	10,292	2.81
2001 ¹	10,580	-	-	-	-	-	10,360	-

Source: California Department of Finance, 1990-2001
City/County Population and Housing Estimates.

¹Not all housing estimates for 2001 were available as of January 2002.

Note: Estimates from the California Department of Finance are calculated with an independent methodology and are different from what the Census reports.

Table A-21

Housing Estimates for Solano County (1990-2001)

Year	Housing Units							Persons Per Household
	Total	Single		Multiple		Mobile Homes	Units Occupied	
1990	119,136	80,989	5,151	9,827	18,538	4,631	113,052	2.88
1991	121,937	83,441	5,212	9,777	18,882	4,625	115,762	2.91
1992	123,886	84,760	5,211	9,921	19,369	4,625	117,443	2.94
1993	125,403	86,313	5,266	9,770	19,427	4,627	118,816	2.96
1994	127,010	87,756	8,311	9,815	19,497	4,631	120,270	2.96
1995	128,447	89,024	5,461	9,817	19,512	4,633	121,801	2.94
1996	129,747	90,207	5,461	9,914	19,532	4,633	123,042	2.92
1997	131,017	91,418	5,451	9,983	19,532	4,633	124,125	2.93
1998	132,840	92,936	5,445	10,118	19,698	4,643	125,803	2.94
1999	134,294	94,362	5,570	10,106	19,652	4,604	127,176	2.97
2000	136,247	96,064	5,573	10,247	19,776	4,587	129,115	2.99
2001 ¹	136,035	-	-	-	-	-	131,883	-

Source: California Department of Finance, 1990-2001
City/County Population and Housing Estimates.

¹Not all housing estimates for 2001 were available as of January 2002.

Note: Estimates from the California Department of Finance are calculated with an independent methodology and are different from what the U.S. Census reports.

Housing Occupancy

Vacancy

Of the 10,547 year-round dwelling units reported by the Census in 2000 for the City of Benicia, 98 percent were occupied (Table A-22). By comparison, 97 percent of the dwelling units countywide were occupied. Of the 10,328 occupied housing units in the City, 70 percent were owner-occupied and 30 percent were renter occupied. The rental vacancy rate for Benicia was just under 2.5 percent, while the homeowner vacancy rate was .5 percent. Comparably, Solano County experienced a 3.7 percent rental vacancy rate and a .9 percent homeowner vacancy rate.

On the average, the homeowner vacancy rate for a city or county will fall within the range of 2 to 4 percent of the total occupied housing units, while the rental vacancy rate usually falls between 5 to 6 percent. Benicia's vacancy rates reveal that the City is well below the average. Lower vacancy rates for both renter- and owner-occupied housing in Benicia equates to a tight rental and homebuyer's market.

Table A-22

Housing Occupancy (2000)

	City	County	City Percent	County Percent
Occupied housing units	10,328	130,403	98%	97%
Vacant housing units	219	4,110	2%	3%
For seasonal, recreational, or occasional use	43	357	<1%	<1%
Total housing units	10,547	134,513	100%	100%
Homeowner vacancy rate			.5%	.9%
Rental vacancy rate			2.4%	3.7%

Source: 2000 Census.

Homeownership

According to the 2000 Census, 71 percent of the total occupied housing units (10,328) in Benicia were owner-occupied, compared to 65 percent countywide. For additional comparative purposes, the following is a list of homeownership rates for communities surrounding Benicia: Martinez (69 percent), Fairfield (60 percent), Vallejo (63 percent), and Suisun City (74 percent).

The 2000 Census has not released information on homeownership by race and age as of May 2002; however, Tables A-23 and A-24 provide 1990 Census information on homeownership rates by race and age. Over half of all Non-Hispanic Whites, Blacks, Asian/Pacific Islanders, and persons of Hispanic Origin (Census terms) own their own homes. Persons of Hispanic Origin and Blacks have the highest rates of renting than of all races.

Table A-23

Homeownership Rates by Race (1990)

Race	Percent of Total Population	Owners	Renters	Ownership Rate	Rental Rate
Non-Hispanic White	78%	5,461	2,279	71%	29%
Black	5%	251	162	61%	39%
Native American	<1%	54	20	73%	27%
Asian/Pacific Islander	7%	402	95	81%	19%
Hispanic Origin	7%	290	194	60%	40%
Other	2%	0	0	--	--
Total	100%	6,458	2,750	70%	30%

Source: 1990 Census.

Analysis of 1990 Census tenure by age for Benicia reveals that homeownership rates for persons age 25 and over ranged from 53 to 83 percent. Persons age 45 to 64 had the highest home ownership rates. In turn, the rental rate for the population as a whole was low (30 percent), however; approximately 90 percent of persons age 15 to 34 rented their housing.

Table A-24

Homeownership Rates by Age (1990)

Age	Owners	Renters	Ownership Rate	Rental Rate
15 to 24	24	189	11%	89%
25 to 34	991	879	53%	47%
35 to 44	2,058	777	73%	27%
45 to 54	1,563	320	83%	17%
55 to 64	930	197	83%	17%
65 to 74	538	199	73%	27%
75 and over	354	189	65%	35%
Total	6,458	2,750	70%	30%

Source: 1990 Census.

Tenure

Analysis of tenure by race and Hispanic Origin for 1990 (2000 tenure by ethnicity is not yet available) reveals that the majority of homeowners and renters in Benicia are White, however, minority homeowners made up 15 percent of the owner-occupied units and 17 percent of the renter-occupied units (Table A-25). This disparity between White homeowners and renters and other races is largely a function of population distribution; Whites comprised the largest percent of the population in 1990 (78 percent).

By examining the owner-occupied units in Benicia, it is revealed that persons of Hispanic Origin make up 7 percent of the population, but only represent 4 percent of the owner-occupied units. Among renter-occupied units, persons of Hispanic Origin are more evenly distributed with 7 percent of the total population and 7 percent of the renter-occupied units.

Table A-25

Tenure by Race and Hispanic Origin¹ (1990)

Race	Percent of Total Population	Benicia	Percent	Solano County	Percent
Owner Occupied Units					
Non-Hispanic White	78%	5,461	85%	53,755	69%
Black	5%	251	4%	6,743	9%
Native American	<1%	54	<1%	590	<1%
Asian/Pacific	7%	402	6%	7,792	10%

Race	Percent of Total Population	Benicia	Percent	Solano County	Percent
Islander					
Others	2%	0	--	2,529	3%
Hispanic Origin	7%	290	4%	6,052	8%
Total	100%	6,458	100%	77,461	100%
Renter Occupied Units					
Non-Hispanic White	78%	2,279	83%	29,002	62%
Black	5%	162	6%	7,376	16%
Native American	<1%	20	<1%	615	1%
Asian/Pacific Islander	7%	95	3%	2,708	6%
Others	2%	0	--	2,419	5%
Hispanic Origin	7%	194	7%	4,854	10%
Total	100%	2,750	100%	46,974	100%

Source: 1990 Census.

¹Persons of Hispanic Origin can be of any race.

Age and Condition of Housing Stock

The age and condition of the housing stock provides additional measures of housing adequacy and availability in many communities. Although age does not always correlate with substandard housing conditions, neighborhoods with a preponderance of homes more than 30 years old are more likely than newer neighborhoods to have a concentration of housing in need of deferred maintenance, updating of utilities or interior amenities, rehabilitation, or replacement. Homes with deferred maintenance usually exhibit signs of aging, such as peeling or faded paint, cracked siding, or missing or broken shingles or shakes, which suggest a need for repair or replacement of those components in the near future. Homes in need of rehabilitation require immediate repair or replacement of components in disrepair to avoid health and safety problems. Homes in need of replacement require repair or replacement of so many components that it may be more cost effective to completely demolish the home and construct a new dwelling.

The year a structure was built can be, at times, an indicator of the current condition of the housing unit. Housing units built before 1940 may be old, but may not necessarily be in a rundown condition. In contrast, newer homes that were built equipped with adequate utilities and amenities may already be rundown due to abuse or just general lack of care. However, it is useful to look at the age of the housing stock to determine where inadequacies may lie, or why certain units remain vacant. Most of Benicia's housing stock—approximately 75 percent—is less than 30 years old (Table A-26). Nearly half of the City's housing was constructed just since the 1980s. Based on the age of the housing stock, the City estimates that at most 10 percent of the housing units in Benicia need deferred maintenance or rehabilitation.

Table A-26

Age of Housing Units (2000)

Year	Number of Units	Percentage
1939 or earlier	566	5%

Year	Number of Units	Percentage
1940 to 1959	1,261	12%
1960 to 1969	658	6%
1970 to 1979	3,285	31%
1980 to 1989	3,408	32%
1990 to 1994	834	8%
1995 to 1998	388	4%
1999 to March 2000	152	1%
April 2000 to present ¹	41	<1%
Total	10,593	100%

Source: 2000 Census and City of Benicia, 2002.

¹Based on number of City building permits issued.

Housing Unit and Property Conditions

A Citywide housing conditions survey was conducted in October 1993 by Mercy Housing California (formerly Rural California Housing Corporation). The survey evaluated all housing units in the City to determine the number of substandard units and the degree to which the rehabilitation of these units was needed. The exterior housing condition of each unit was evaluated based upon State Housing and Community Development (HCD) adopted criteria (Appendix E) that rates the condition of the elements of a dwelling: foundation, roofing, siding, windows, and doors. The units were identified and rated with a numbered assessment for each of the five elements, the total of which comprises the final rating for each unit.

Parsons and the City of Benicia conducted an update of the 1993 survey in April 2002. The April 2002 study did not survey all of the housing units in the City; instead, the survey evaluated single-family, multi-family, and mobile home park units in specific areas of Benicia that were selected by City staff as having less than standard housing conditions. Results of the two surveys are compared in Table A-27.

In 1993, Mercy Housing California determined that approximately 9 percent of the City's housing units (949) were in need of rehabilitation (mostly minor and moderate rehabilitation) and less than 1 percent (28 units) were in need of replacement. The 2002 survey determined that 3 percent (272 units) of the City's housing stock is in need of rehabilitation with less than 1 percent (58 units) considered in substantial need of replacement (majority being substandard mobile home trailers). Not surprisingly, the number of housing units in need of minor and/or moderate rehabilitation in Benicia has decreased since 1993. This trend is due to many homeowners in the City who have undergone remodeling projects. The number of units in need of replacement since 1993 has remained less than 1 percent of the City's housing stock; however, the number of units has risen since 1993, due substantially to the number of dilapidated mobile home trailers.

The City has determined that mobile home trailers and single-family homes are most in need of rehabilitation or full replacement. The moderate need for multi-family housing improvements in Benicia is currently being met with several complexes undergoing rehabilitation plans.

Table A-27

Citywide Housing Conditions Survey Comparison

Condition	1993 SURVEY		2002 SURVEY	
	Number of Units	Percent of Total	Number of Units	Percent of Total
Standard	8,382	90%	--	--
Minor	471	5%	154	1%
Moderate	372	4%	59	<1%
Substantial	106	1%	1	<1%
Dilapidated	28	<1%	58	<1%
Total Substandard	977	10%	272	3%
Standard	8,382	90%	--	--
Total	9,359	100%	10,593	100%

2002 Survey Breakdown by Type of Housing Unit			
	Single-Family	Multi-Family	Mobile home/Trailers
Minor	67	52	35
Moderate	31	28	0
Substantial	1	0	0
Dilapidated	4	0	54
Total Substandard	103	80	89

Source: City of Benicia, Housing Conditions Survey, 1993
and Parsons, Housing Conditions Survey, 2002.

Overcrowding

In general, overcrowding is a measure of the ability of existing housing to adequately accommodate residents. Too many individuals living in housing with inadequate space and number of rooms can result in deterioration of the quality of life within a community. The U.S. Census defines overcrowding as more than one person per room, excluding uninhabitable space such as bathrooms and hallways. Extreme overcrowding is often defined as more than 1.5 persons per room. Overcrowding results when either: 1) the costs of available housing with a sufficient number of bedrooms for larger families exceeds the family's ability to afford such housing, or 2) unrelated individuals (such as students or low-wage single adult workers) share dwelling units due to high housing costs. This can lead to overcrowded situations if the housing unit is not large enough to accommodate all of the people effectively.

Tables A-28 and A-29 summarize the overcrowding status for both the City and County. Table A-28 shows that in 2000, approximately 4 percent of the City's occupied housing units were overcrowded compared to 9 percent of the County's occupied housing units. Between 1990 and 2000, Benicia and Solano County experienced slight increases in overcrowded conditions (1 to 2 percent).

Table A-28

Persons per Room in All Occupied Housing Units

Persons	Benicia		Percent City		Solano County		Percent County	
	1990	2000	1990	2000	1990	2000	1990	2000
1.00 or less	8,963	9,945	97%	96%	105,477	119,084	93%	91%
1.01 to 1.50	156	244	2%	3%	4,755	6,274	4%	5%
1.51 or more	89	136	1%	1%	3,197	5,045	3%	4%

Source: 1990 and 2000 Census.

According to the 2000 Census, there were 9 percent renter-occupied and 2 percent owner-occupied units defined as overcrowded in the City (Table A-29). In contrast, figures related to overcrowding for the County show 15 percent renter-occupied and 5 percent owner-occupied. Comparably, there is a higher rate of overcrowding countywide than in the City of Benicia.

Table A-29

Overcrowded Housing (2000)

Number of Persons per Room	Rental Units	Percent of Total Occupied Rental Units	Owner Units	Percent of Total Occupied Owner Units
City of Benicia				
1.01 to 1.50	153	5%	91	1%
1.51 or more	114	4%	22	<1%
Total	267	9%	113	2%
Solano County				
1.01 to 1.50	3,618	8%	2,656	3%
1.51 or more	3,247	7%	1,791	2%
Total	6,865	15%	4,447	5%

Source: 2000 Census.

Housing Costs

Rental Apartments

Table A-30 provides information on apartment rental price ranges for the City of Benicia; the Solano County communities of Fairfield, Vallejo, and Suisun City; and the Contra Costa County community of Martinez (February 2002). Searches for the City of Benicia found studios, one-, two-, and three-bedroom units. The median rental price for a studio was \$775, while a one-bedroom apartment was \$1,150. A two-bedroom unit was \$1,200 and the median rental price for a three-bedroom was \$1,350. Benicia's median apartment rental rates are above fair market rents for existing housing in Solano County. According to contacts with the Benicia Housing Authority, rents in the City have increased by 50 percent in the past three years and are roughly 15 percent higher than other Solano County communities.

Table A-30

Apartment Rental Rates for Benicia and Surrounding Cities (February 2002)

City	Studio		1 Bedroom		2 Bedroom		3 Bedroom	
	Price Range	Median Price	Price Range	Median Price	Price Range	Median Price	Price Range	Median Price
Benicia	\$750 - \$880	\$775	\$950 - \$1,205	\$1,150	\$1,125 - \$1,350	\$1,200	\$1,050 - \$1,400	\$1,350
Fairfield	\$500 - \$800	\$695	\$515 - \$990	\$825	\$650 - \$1,190	\$975	\$750 - \$1,225	\$1,050
Vallejo	\$680 - \$860	\$770	\$735 - \$1,050	\$945	\$850 - \$1,275	\$1,095	\$975 - \$1,325	\$1,150
Suisun City	\$550 - \$750	\$650	\$675 - \$850	\$795	\$700 - \$1,200	\$950	\$895 - \$1,295	\$1,095
Martinez	\$680 - \$1,025	\$850	\$795 - \$1,255	\$1,025	\$900 - \$1,480	\$1,190	\$1,050 - \$1,525	\$1,295

Source: apartments.com, sacbee.com, and homestore.com, February 25, 2002.

Rental Houses

Table A-31 provides information on the average and median prices of two-bedroom/one-bath, two-bedroom/two-bath, and three-bedroom/one-and-one-half bath homes for rent in the City of Benicia (March 2002). Both the median and average rents for the homes described in Table A-31 are above fair market rents for existing housing in Solano County.

Table A-31

Homes for Rent in Benicia

Size	Average Rent	Median Rent
2-Bedroom, 1-Bath	\$1,250	\$1,199
2-Bedroom, 2-Bath	\$1,450	\$1,300
3-Bedroom, 1.5-Bath	\$1,850	\$1,750

Source: www.rentals.vacancynet.com, March 2002.

The 2002 Fair Market Rents (FMRs) for studios, one-, two-, three-, and four-bedroom existing housing units in Solano County are provided in Table A-32. FMRs determine the eligibility of rental housing units for the Section 8 Housing Assistance Payments program. Section 8 Rental Certificate program participants cannot rent units whose rents exceed the FMRs. FMRs also serve as the payment standard used to calculate subsidies under the Housing Choice Voucher program (for more information on the City's housing programs and a discussion of voucher payment standards, see the Housing Element, Section 4: City and County Housing Programs).

Table A-32

2002 Fair Market Rents for Existing Housing in Solano County¹

Studio	1 Bedroom	2 Bedroom	3 Bedroom	4 Bedroom
\$704	\$800	\$975	\$1,354	\$1,598

Source: Federal Register, CA Housing and Urban Development, January 2002.

¹Fair market rents for Vallejo-Fairfield-Napa PMSA (Napa and Solano Counties).

The Rancho Benicia Mobile Home Park is the largest mobile home park in the City of Benicia. Table A-33 provides information on total spaces and average monthly rent for this mobile home park. Rancho Benicia is an age restricted mobile home park where all occupants are required to be over the age of 50 and at least one occupant per unit is required to be age 55 or older. As of February 2002, all mobile home spaces were occupied. Rancho Benicia does not have recreational vehicle (RV) access. According to contacts with Rancho Benicia staff, there is a need for additional mobile home park spaces in the City with temporary RV access.

The City of Benicia also has two trailer parks that are a collection of travel trailers, trailers, and/or recreation vehicles (Benicia Trailer CT – 25 spaces and Holiday Mobile Lodge – 30 spaces). The City's 2002 Housing Conditions Survey determined that one-hundred percent of the structures in Benicia Trailer CT and Holiday Mobile Lodge are in sub-standard condition and in need of full replacement.

Table A-33

Mobile Home Park Space Rental Rates

Name	Total Mobile Home Spaces ¹	Average Monthly Rent
Rancho Benicia	231	\$475-\$485

Source: Rancho Benicia, February 2002.

¹No recreational vehicle (RV) access.

Home Prices

Table A-34 provides information on the total for-sale/sold prices of single-family homes and condominiums/townhouses in the City of Benicia that were on the market in 2001. Roughly, three-fourths of the units were single-family homes, and one-fourth were condominium/townhouses. The highest percentages of single-family homes were three-bedroom units, followed by four-bedroom units. The City's price range for three-bedroom single-family homes ranged from \$199,950 up to \$610,000, with a median price of \$329,500. Four-bedroom single-family homes ranged from \$235,000 to \$665,000, with a median price of \$422,000. Comparably, of the total 96 one-, two-, and three-bedroom condominiums/townhouses for-sale/sold in 2001, two-bedrooms were the largest percentage with a median price of \$210,000.

Table A-34

Home Prices in Benicia (2001)

	Bedrooms	Units For Sale	Median	Average	City Range	Percent of Total
Single-Family						
	1	1	--	--	\$146,500	<1%
	2	31	\$250,000	\$239,950	\$129,900-\$340,000	12%
	3	131	\$329,500	\$308,500	\$199,950-\$610,000	52%
	4	75	\$422,000	\$381,350	\$235,000-\$665,000	30%
	5+	16	\$575,000	\$568,611	\$457,000-\$670,000	6%
	Total	254	--	--	\$146,500-\$670,000	73%
Condominium/Townhouse						
	1	5	\$165,000	\$157,980	\$110,000-\$194,500	5%
	2	63	\$210,350	\$205,950	\$106,000-\$320,000	65%
	3	29	\$250,000	\$220,225	\$155,000-\$380,000	30%
	Total	96	--	--	\$110,000-380,000	27%
Total For Sale 2001						350

Source: Solano Pacific Real Estate, February 2002.

Homes Prices in Surrounding Areas

Table A-35 is a list of median and average resale home prices throughout Benicia and neighboring cities for January 2002 (the data was not reported by size and number of bedrooms). The median and average home prices in Benicia ranged between \$10,000 and \$100,000 higher than in the communities of Martinez, Vallejo, and Fairfield.

Table A-35

Median Home Prices for Benicia and Surrounding Areas (January 2002)

Jurisdiction	Median Home Price	Average Home Price	Number of Units For Sale
Benicia	\$312,250	\$325,979	15
Martinez	\$289,345	\$318,225	49
Vallejo	\$215,000	\$220,159	104
Fairfield	\$210,500	\$233,202	79

Source: www.bareis.com and www.realtor.com, January 2002.

Note: The median and average home prices are for resale homes only.

Lower Income Households Overpaying

As stated previously, there are four income categories typically used for comparative purposes based on the median countywide income: very low-income (0-50 percent of median income), low-income (51-80 percent of median income), moderate-income (81-120 percent of median income) and above moderate-income (greater than 120 percent of median income). One method of analyzing housing affordability to each income group is to compare the number and/or percent of housing units by cost to the number and/or percent of households by comparable income levels.

A standard measure of housing affordability is that average housing expenses should not exceed 30 percent of a household's income. Those who pay 30 percent or more of their income on housing may have trouble in affording other necessities; however, individual circumstances can affect the ability to afford housing, such as other long-term debt payments, the number of household members, and other large ongoing expenses (such as medical bills). Since it is impossible to consider each household's individual circumstances, the 30 percent rule provides a general measure of housing affordability for the average household.

According to the 2000 Census, 32 percent of all homeowners in Benicia and 36 percent of all renters pay over 30 percent of their monthly income on housing (2000 Census information released as of May 2002 does not break down overpayment by income group).

Table A-36 shows the number of households in 1990, broken down by income level, paying over 30 percent of their income on housing. Of the total very low- and low-income households, 61 percent of the very low-income households and 39 percent of the low-income households spend over 30 percent of their income on housing. Some households choose to pay over 30 percent of their income for various reasons, such as location, aesthetics, or other factors. Other households choose to pay larger percentages of their income because they may receive tax advantages or are investing with the knowledge that their income will increase so that they pay a lower percentage of their income on a

long-term basis. In contrast, very low- and low-income households are forced to pay a large percentage of their income because they cannot afford higher rents, and they are limited to certain costs due to a lack of available low-cost housing options.

Table A-36

Number of Households Paying Over 30 Percent of Income on Housing

Income	Owners		Renters		Total Households
	Households	Percent	Households	Percent	
Very Low-Income	269	28%	704	72%	973
Low-Income	201	33%	411	67%	612
Total	470	30%	1,115	70%	1,585

Source: 1990 Census.

Note: Income ranges in this table (very-low and low-income) correspond to dollar categories as reported by the Census.

Further analysis of housing expenditures as a percent of income in 1990 shows that 89 percent of renters and 50 percent of homeowners with incomes of \$35,000 or greater paid less than 30 percent of their income for housing (Table A-37). Renters with incomes below \$20,000 paid the highest percentages of income for housing.

Table A-37

Benicia Housing Expenditure Rate per Income Group (1990)

Percent of Housing Expenditure	<\$10,000	\$10,000-\$19,999	\$20,000-\$34,999	\$35,000-\$49,999	\$50,000+	Total Households ¹
Renters						
Under 30%	4%	11%	50%	89%	98%	1,480
30-34%	--	10%	22%	8%	1%	264
35%+	96%	79%	28%	3%	1%	912
Total Households ¹	341	424	818	444	629	2,656
Owners						
Under 30%	40%	32%	61%	50%	78%	3,809
30-34%	6%	7%	6%	16%	13%	687
35%+	54%	61%	33%	34%	9%	1,101
Total Households ¹	156	258	513	1,104	3,566	5,597

Source: 1990 Census.

¹Vacant units are not included in total households.

Affordability Trends

Table A-38 provides an estimate of the number of affordable rental units at each income level. The percentage of apartments affordable within the low- and moderate-income groups is cumulative and includes the percentage from the previous income group. The existence of lower-cost units does not mean that such units are actually available to lower-income households. Although 2000 Census data is not yet available on income and housing payments, it is likely that the affordability of rental housing has declined since 1990 because historically rental rates rise faster than household incomes.

The median gross rent in 1990 for the City of Benicia was \$672, while Solano County's median gross rent was \$590. According to the 2000 Census, the median gross rent in Benicia has increased to \$892 (33 percent), and the median gross rent in Solano County has increased to \$797 (35 percent). Rents in the City of Benicia have risen at a faster rate than incomes since 1990, thus creating a decline in affordability for very low- and low-income households.

People with very low-incomes had limited affordable housing options in 2000, as 28 percent of apartment units in the City had rental rates affordable (below 30 percent of the household income) for a very low-income household; however, people with low-incomes had more options, as 64 percent of Benicia rentals were affordable to low-income households. Local rents were primarily within the range of affordability for households in the upper end of the low-income range (70-80 percent of median income) and for moderate-income households.

Table A-38

Affordability of Rental Housing in Relation to Income 2000

Income Group	Affordable Rent Limit	Percent of Benicia Rentals	Percent of County Rentals
Very Low-Income	\$676	28%	40%
Low-Income	\$1,081	64%	70%
Moderate-Income	\$1,622	99%	99%

Source: 2000 Census.

A household can typically qualify to purchase a home that is two and one-half to three times its annual income, depending on the down payment, the level of other long-term obligations (such as a car loan), and interest rates. In practice, the interaction of these factors allows some households to qualify for homes priced at more than three times their annual income, while other households may be limited to purchasing homes no more than two times their annual income. Table A-39 provides information showing there were no homes affordable to persons within the very low-income group and only 4 percent of the homes and/or condominiums sold in 2001 were affordable to persons within the low-income group. Homebuyer assistance programs that provide down payment assistance and/or below market-rate interest rates often allow homebuyers to qualify for houses that are up to four times their incomes.

Table A-39

Sold Units Affordable to Lower-Income Households (2001)¹

Income Group	Affordability Level ²	Single-Family Homes Sold ³	Condominiums/ Townhouses Sold ³	Percent of All Single-Family Homes and Condominiums Sold
Very Low-Income	\$85,800	0	0	--
Low-Income	\$137,280	1	12	4%
Moderate-Income	\$205,920	7	50	17%

Source: HUD 2002 Income Limits and BAREIS, February 2002.

¹Units include single-family homes and townhouses/condominiums.

²The affordability level is based on the PMSA Vallejo-Fairfield-Napa median income (Solano and Napa counties) for 2002 (HUD 2002 Income Limits).

³BAREIS Metropolitan List Service, February 2002.

ASSISTED HOUSING PROJECTS

In 1989, the California Government Code was amended to include a requirement that localities identify and develop a program in their housing elements for the preservation of assisted, affordable multi-family units. Subsequent amendments have clarified the scope of the analysis to also include units developed pursuant to inclusionary housing and density bonus programs. In the preservation analysis, localities are required to provide an inventory of assisted, affordable units that are eligible to convert within ten years. As part of the analysis, an estimation of the cost of preserving versus replacing the units is to be included, as well as programs designed to preserve the affordable units.

Assisted Rental Housing Eligible for Conversion

Over the past several decades, hundreds of thousands of affordable rental housing units have been constructed in California with the assistance of federal, state, and local funding (loans or grants) that restricted rents and occupancy of units to low-income households for specified periods. The City of Benicia contains two such assisted rental housing developments: Capitol Heights and Casa De Vilarrasa. Once the period of rent/occupancy expires, a property owner may charge market rents. Low-income occupants are often displaced when rents rise to market levels. The housing element must identify any such publicly assisted rental units eligible for conversion. If any such units exist in the City, a program to address their preservation must also be included in the Housing Element.

The inventory of assisted units includes a review of all multi-family rental units under federal, state, and/or local programs, including HUD programs, state and local bond programs, redevelopment programs, and local in-lieu fees (inclusionary, density bonus, or direct assistance programs). The inventory also covers all units that are eligible for change to non-low-income housing units because of termination of subsidy contract, mortgage prepayment, or expiring use restrictions.

The California Housing Partnership Corporation provides an inventory of federally subsidized rental units at risk of conversion. The 2001 update, which identifies units at risk through the year 2020, identified no units at risk of conversion in Benicia. Table A-40 provides information on the assisted rental units in the City.

Capitol Heights is a 75-unit general occupancy complex (i.e., families, seniors, disabled, and singles) that is owned and managed by the Benicia Housing Authority. Capitol Heights provides one- to four-bedroom units. These units are federally subsidized through HUD. Tenants of Capitol Heights pay 30 percent of their household income towards rent. Some tenants pay less than 30 percent when medical and childcare expenses are taken into account. Of the 75 units, the majority (61 units) are two- and three-bedrooms. The remaining units are one-bedroom (8 units) and four-bedroom (6 units).

Casa De Vilarrasa I and II are two senior (60 years of age or older) income-restricted (low- and very low-income) complexes in Benicia. Casa De Vilarrasa I is owned through a limited partnership and leased to the Housing Authority, while Casa De Vilarrasa II is solely owned by the Housing Authority. Each complex has 40 one-bedroom units for 80 total units. Casa De Vilarrasa I is 100 percent income restricted; however, Casa De Vilarrasa II has 28 market rate units. According to the Benicia Housing Authority, seniors with Section 8 vouchers are living in all of the 28 market rate units. Of the 52 units that are income restricted to low- and very low-income seniors, they pay 25 percent of their income towards rent. The remaining rent is covered by the HCD RHC Program.

The Benicia Housing Authority provides 372 tenant-based Section 8 vouchers to the community. As of March 1, 2002, 320 of the 372 vouchers were under active leases. Section 8 vouchers are provided to Housing Authorities to distribute to eligible clients. Section 8 vouchers do not have location restrictions placed upon them as to what City they must be used. In areas where rents are high and multi-family complexes are impacted, often persons wanting to use their Section 8 vouchers cannot find landlords that will lease to them, as a result, vouchers are taken out of the community in which they were distributed. According to the Benicia Housing Authority, of the 320 active Section 8 vouchers as of March 1, 2002, 318 were active in the City of Benicia and two were active elsewhere.

Table A-40

Assisted Rental Units

Project Name	Contact	Total Units	Total Assisted Units	Type	Bedrooms	Subsidy
Capitol Heights	Benicia Housing Authority	75	75	General	1 – 4	HUD Federal Public Housing
Casa De Vilarrasa I	Benicia Housing Authority	40	40	Senior	All 1	HCD RHC Program
Casa De Vilarrasa II	Benicia Housing Authority	40	12	Senior	All 1	HCD RHC Program

Source: Benicia Housing Authority and City of Benicia,
February 2002.

INCLUSIONARY HOUSING ORDINANCE

In November 2000, an inclusionary affordable housing ordinance was added to the City's Zoning Code (Section 17.70.320). The City of Benicia has determined that it is a priority to ensure development of an adequate supply and mix of new housing to meet the future housing needs of lower income households in Benicia because of the known difficulty in finding housing affordable to very low- and low-income households. The affordable housing ordinance requires all residential developments of ten or more units to include 10 percent of the total number of market rate dwelling units within the development as units affordable to, and occupied by, very low- and low-income households. One-half of the total number of inclusionary units within the development are required to be units designated affordable to very low-income households. The other half of the units can be affordable to, and occupied by, either very low- and/or low-income households.

The inclusionary units are required to be affordable for a minimum of 30 years from the date of the Affordable Rental Restriction Agreement. Building permits are only issued after the execution of a written agreement between the City and the developer, which will assure compliance with the provisions of Section 17.70.320 of the Zoning Ordinance. All inclusionary units in a development are required to be constructed concurrently with or prior to the construction of the market rate units, unless the City Council determines an alternative phasing schedule to facilitate affordable housing development and the developer enters into a written agreement setting forth terms for satisfaction of the inclusionary housing requirements.

Inclusionary unit requirements for rental developments require, upon commencing with issuance of each certificate of occupancy and continuing until expiration of the Affordable Rental Restriction Agreement, the developer or its designee(s) to provide an annual report to the City. This report includes, but is not limited to: date of completion of unit and size, current income level of the household, number of persons per household, the initial and current rent level of the household, and the term of the affordability restrictions.

Inclusionary unit requirements for ownership developments require, prior to close of escrow for each unit, the developer, or its designee(s) to provide a report to the City. This report includes, but is not limited to: the sales price, whether the unit is considered very low- or low-income, the income level of the purchaser, the number of persons per household, and the date the affordability restrictions were recorded.

All inclusionary units are required to be reasonably dispersed within the development and be comparable to the design of the market rate units in terms of number of bedrooms, appearance, materials, and finished quality. The number of bedrooms for the inclusionary units will be considered comparable if the following minimum requirements are achieved:

- 5 percent of the inclusionary units, with the exception of accessory units (as described in Subsection J of Section 17.70.320), must be four-bedroom units;
- 25 percent of the inclusionary units, including accessory units, must be three-bedroom units;
- 40 percent of the inclusionary units, including accessory units, must be two-bedroom units;
- 20 percent of the remaining inclusionary units must be a least one-bedroom units; and
- the remaining 10 percent of inclusionary units can be any bedroom size category.

The Community Development Director has the discretion to adjust the above minimum percentages due to site or design constraints, public funding source restrictions pertinent to very low- or low-income units, developments containing market rate units with less than four-bedrooms, or to comply with all applicable City ordinances.

It is the City's preference that developers comply with the affordable housing ordinance by actually building the affordable dwelling units required for each specific project; however, developers have the option, with the approval of the City Council, to replace the actual construction of the affordable units with one of the following:

- the dedication of land to the City that is of sufficient size and zoning to provide the same number, type, and bedroom distributions of inclusionary units at the same affordability levels that is required by Section 17.70.320;
- the payment of an in-lieu housing fee; and/or
- the use of accessory dwelling units, at the City's discretion, in meeting the inclusionary unit obligation.

The City of Benicia provides the following incentives for the development of affordable housing through the inclusionary zoning ordinance (Subsections M-Q of Section 17.70.320):

1. density bonus;
2. fee waiver or reduction;
3. modification of development standards;
4. technical assistance; and
5. reduction of amenities and square footage.

Since the inception of Benicia's inclusionary housing ordinance in November 2000, there have been no project applications which have triggered the inclusionary requirement.

FUTURE HOUSING NEEDS

Regional Housing Needs Determination (RHND)

State law (California Government Code Section 65584) provides for councils of governments to prepare regional housing allocation plans that assign a share of a region's housing construction need to each city and county. In the nine-county San Francisco Bay Area, ABAG is the council of governments authorized under state law to identify existing and future housing needs for the region. ABAG prepared a new regional housing allocation plan in 1999, called the Regional Housing Needs Determination (RHND). The RHND was adopted by ABAG in March 2001. This plan covers the period from January 1, 1999 through June 30, 2006.

ABAG's methodology is based on the regional numbers supplied by HCD, these are "goal numbers" and are not meant to match, and often exceed, anticipated growth in housing units. A goal vacancy rate is set by HCD, and then a housing unit need to meet that vacancy rate is derived by assessing potential growth rates (population, jobs, and households) and loss of housing due to demolition. The numbers produced by HCD will be provided to ABAG in the form of a regional goal number, which is then broken into income categories. ABAG is then mandated to distribute the numbers to Bay Area jurisdictions by income categories. ABAG is responsible for allocating the RHND goal number to cities and counties in the Bay Area.

The existing need is evaluated based on overpayment and overcrowding by lower income households. The methodology used to determine the future need considers the growth in number of households expected; the need to achieve ideal vacancy rates; the need for more housing opportunities; and compensation for anticipated demolition. An "avoidance of impact"

adjustment was applied to the preliminary allocation figure to avoid further concentration of low-income units in jurisdictions that have more than the regional average.

The RHND allocation is a minimum needs number—cities and counties are free to plan for, and accommodate, a larger number of dwelling units than the allocation. The City must however use the numbers allocated under the RHND to identify measures (policies and ordinances) that are consistent with these new construction goals. While the City must also show how it will accommodate for these units to be built, it is not obligated to build any of the units itself or finance their construction.

According to the RHND, the City of Benicia has a total housing construction need of 413 units (annual need of 55 units). Table A-41 shows Benicia's 1999-2006 planning period allocation.

Table A-41

Regional Housing Needs Determination (1999 – 2006)

Income Level	Dwelling Units	Percent of Total
Very Low-Income	70	17%
Low-Income	49	12%
Moderate-Income	90	22%
Above Moderate-Income	204	49%
Total	413¹	100%

Sources: ABAG 1999-2006 Regional Housing Needs
Determination, Parsons 2002.

¹ Average yearly construction need: 55 units.

FUTURE DEVELOPMENT POTENTIAL

Areas with Potential for Residential Development

Table A-42 (page A-48) provides information on vacant land in Benicia that has the potential to accommodate new residential development. Benicia is a community that is characterized as being nearly built-out. As a result, large parcels of residentially zoned land do not exist within the City. Many, if not most, vacant sites listed in Table A-42 are smaller infill lots (i.e., on less than one acre). Benicia does have a few larger vacant parcels zoned for higher density development. These sites currently have affordable residential projects attached in various stages of funding and development (see project descriptions below). See Appendix F for attached site maps of the parcels listed in Table A-42.

Environmental constraints are a consideration of the potential to accommodate units. Slope, drainage, grading, soil, and access constraints exist on some of the sites in Table A-42; however, because most of the parcels are infill sites, infrastructure such as sewer, water, and other necessary public facilities and services are either available or can be readily expanded to serve the underdeveloped sites. Nonetheless, due to environmental site constraints some vacant sites in the City are limited to the number of units they could potentially accommodate. Consequently, these sites will be developed at a density below what is permitted by the Zoning Ordinance.

The City estimates there are approximately 145 acres of vacant land within the City limits that has the potential to accommodate up to 703 new residential dwelling units. Table A-42 breaks up the total vacant acreage into five zoning districts that permit residential development: Single-Family Residential (RS), Medium Density Residential (RM), High Density Residential (RH), Commercial Office (CO), and Downtown Commercial (CD). These districts are further broken down into vacant sites available on less than one acre, between one and two acres, and over two acres. Of the approximate 145 acres, a total of 34 vacant sites exist: 18 zoned RS, 7 zoned RM, 3 zoned RH, 2 zoned CO, and 4 zoned CD. Residential development on any of the RS, RM, and RH sites is allowed in the Zoning Ordinance by right; however, residential development in the CO and CD districts is permitted only above ground floor level.

The following is a description of the vacant land in the City and the number of units that could potentially be accommodated in the RS, RM, RH, CO, and CD districts.

- Benicia has 121.93 acres of vacant land zoned RS that could accommodate up to 463 new dwelling units. The City assumes that all units developed on land zoned RS are only affordable to above-moderate income households. The majority of the RS acreage is associated with Tourtelot, a 417-unit market rate project on 110 acres. This single-family residential development has full entitlements from the City and is funded; however, construction has not started pending clean up of the site for military ordnance. Phase I of D-1 remediation will be completed by September 2003, and construction of 81 single-family units on this portion of the property will begin September 2003 with completion estimated for June 2005. Phase II of D-6 and D-7 remediation will be completed by March 2004, and construction of the remaining 336 single-family units will begin June 2005 with completion of the total project estimated for June 2009.
- Benicia has 7.09 acres of vacant land zoned RM that could accommodate up to 87 new dwelling units. Five of the seven sites are on less than one-acre and are potentially affordable to moderate-income households. The two other RM sites have affordable housing development projects in process that have the potential to be affordable to very low- and low-income households (see project descriptions below for Hearthstone and Bayridge).
- Benicia has 4.22 acres of vacant land zoned RH that could accommodate up to 65 new dwelling units. Two of the three sites have affordable housing development projects in process that have the potential to be affordable to very low- and low-income households (see project descriptions below for Eagle Glen and Rockridge). The one other site is .14 acres and does not have any site constraints; however, because of its size the City is very doubtful that affordable housing would be built on this site.
- Benicia has 7.64 acres of vacant land zoned CO that could accommodate up to 51 new dwelling units. The CO District allows residential development only above the ground level. The majority of the vacant acreage zoned CO is located in a designated historic district (Adams and Park, 7.29 acres). The location of this acreage in an historic district is not an impediment to the construction of housing in and of its self; however, considerations will need to be made, and guidelines in the Arsenal Historic Conservation Plan followed, to ensure the preservation of the area and the compatibility of the new units.
- Benicia has 4.68 acres of vacant land zoned CD that could accommodate up to 37 new dwelling units. The CD District allows residential development only above the ground level. The four parcels that make up the 4.68 acres are all located in the downtown commercial area either along First Street or directly adjacent. Two of these sites are flat with no constraints, while one has soil contamination issues that would need to be

reconciled before any construction could take place and the other is located in a historic district.

The following is a description of Benicia's four affordable housing projects currently in process and two that have already been constructed:

Projects in Process

Hearthstone is a 12-unit for-purchase single-family self-help project with five two-bedroom units and seven three-bedroom units. *Hearthstone* is a one-acre parcel zoned RM being developed at 12 units per acre. Benicia's maximum densities allowable in the Zoning Ordinance are based on gross acreage, not net acreage. The use of gross acreage as a measure for density would account for *Hearthstone* being developed under 14 units per gross acre (maximum density allowable) because of the additional acreage required for parking, landscaping, etc. The *Hearthstone* site also has environmental slope constraints that were a factor in the number of units produced on-site. This project is 100 percent affordable with 50 percent of the units for very low- and 50 percent for low-income households.

Hearthstone currently has all City entitlements completed. The funding for this project was secured by the Affordable Housing Affiliation (AHA). Funding sources include multiple private grants, CHFA predevelopment loans, Federal Home Loan Bank AHP grant, CDBG monies, and loans from the City of Benicia. The anticipated construction start date for *Hearthstone* is April 2003, with completion of the 12 single-family units by May 2004. *Hearthstone's* affordability is secured by liens, notes, and an affordability agreement with the City for a maximum of 30 years. The City is responsible for administering and ensuring the continued affordability resale restriction agreement.

Bayridge is a 50-unit multi-family rental project with 14 one-bedroom units, 18 two-bedrooms, 16 three-bedrooms, and two four-bedrooms. *Bayridge* is approximately 3 3/4-acres zoned RM and planned for 13 units per acre. *Bayridge* is being developed at just under the 14 units per gross acre in the RM because of the additional acreage required for parking, landscaping, etc. This project is 100 percent affordable with 50 percent of the units for very low- and 50 percent for low-income households. The *Bayridge* project is the inclusionary portion of the Tourtelot development, a 417-unit single-family market rate project which will be phased over the next five years beginning September 2003. Funding for *Bayridge* has been secured by Pacific Bay Homes, the developer, and is one-hundred percent privately funded. *Bayridge* has all City entitlements and began construction in January 2003. Completion of *Bayridge* is estimated for March 2004. *Bayridge* has a written affordability agreement with the City of Benicia, as required by the City's Inclusionary Housing Ordinance, for a period of 30 years. The City's role in administering the affordability restrictions include: 1) screening (or having its designee screen) applicants to ensure compliance with the affordability income requirements, and 2) monitoring (or having its designee monitor) rent levels that meet the affordability requirements of the City's Inclusionary Housing Ordinance.

Eagle Glen is anticipated to be at least a 6-unit affordable housing project. *Eagle Glen* is approximately one-half of an acre zoned RH and planned to be constructed at 12.5 units per acre due to the small size of the site and the needed set-aside land for parking, landscaping, etc. *Eagle Glen* will also have a 4,352 square foot community facility. This project will be 100 percent affordable to low-income households. *Eagle Glen's* processing will begin once the *Hearthstone*, *Bayridge*, and *Rockridge* projects are under construction. The expected start-up, planning, and approval phases for *Eagle Glen* are expected to begin in 2005.

Eagle Glen is part of the City's "affordable housing strategy," which is a joint effort between the City and several housing developers towards the production of affordable units. The City of Benicia is considering donating City-owned land valued at \$180,000 for *Eagle Glen*, providing fee deferral/waivers of \$206,245, and will consider a financial subsidy if needed. To pay the remaining cost to construct *Eagle Glen*, Benicia is selling five City-owned sites for market rate development

valued at a total of \$970,000. The City will secure a non-profit housing developer who will be responsible for securing funding. Depending on funding sources, affordability restrictions could be up to a period of 55 years.

Rockridge is a 56-unit multi-family rental project with 12 one-bedroom, 24 two-bedroom, and 20 three-bedroom units. Rockridge is approximately 3 ½-acres zoned RH. An on-site community center and recreational facility is planned as part of the project. Rockridge is 100 percent affordable with 43 units affordable to very low-income households and 13 units affordable to low-income households. This project is fully entitled. The Solano Affordable Housing Foundation (SAHF) is responsible for Rockridge and has secured funding from the following sources: HELP loan, BHA loan, the City of Benicia, and a deferred developer fee loan. Planned funding includes tax-exempt bonds and a four percent tax-credit equity. Development of Rockridge is set to begin June 2003 with a completion date of June 2004. Rockridge will be affordability restricted for 55 years, which is a condition of the state and federal funds secured for the project. The City's role in administering the affordability restrictions include: 1) screening (or having its designee screen) applicants to ensure compliance with the affordability income requirements, and 2) monitoring (or having its designee monitor) rent levels that meet the affordability requirements of the City's Inclusionary Housing Ordinance.

Rockridge will be developed at 15.5 units per acre (maximum allowable density 21 units per gross acre). Rockridge is planned to be constructed at a density less than what is permitted by the Zoning Ordinance due to the following factors: 1) the City's maximum density allowable is based on gross acreage; 2) an area of old growth eucalyptus trees on-site with significant habitat and screening value, that if not preserved, would lead to substantial habitat loss and a negative visual impact; and 3) site slopes with bedrock and geotechnical considerations.

Projects Constructed

Habitat for Humanity. In October 2000, the City entered into an agreement with Habitat for Humanity to donate two parcels of City-owned land on East Second and East E Streets for the construction of two very low-income single-family homes. The City waived planning and building permit fees and deferred sewer and water hookup fees. Construction began on this self-help project in 2001 and as of August 2002, only the interior finishing work, landscaping, and installation of additional drainage improvement remain to be completed. Occupancy is expected by late summer or early fall, 2002. This project represents a collaborative effort between a non-profit developer, the City, and numerous private businesses in Benicia who volunteered their labor and materials to make this project a success.

Clipper Bay. In 1997, the owner of a trailer park applied to the City for a planned development to create 24 single-family and 3 duplex residential lots. The owner was no longer able to maintain the trailer park and as part of the project proposal, would assist with the relocation of the trailer park tenants. Three of the six duplex units were kept affordable to very low-income households.

The applicant entered into an Affordable Housing Agreement with the City in December of 1999, which committed the three designated units to remain affordable for a period of 30 years. The Benicia Housing Authority is responsible for ensuring the tenants are income qualified and that the rents remain affordable. The units are fully occupied and have been since completion of construction in 2000.

Summary

According to ABAG's Regional Housing Needs Determination (1999-2006), the City of Benicia has been allocated a total housing construction need of 413 units: 70 units affordable to very low-income, 49 units affordable to low-income, 90 units affordable to moderate-income, and 204 units

affordable to above moderate-income households. In addition, the City agreed to accept 2 market-rate units from Solano County's regional housing allocation. The City of Benicia has determined, through the evaluation of its vacant land inventory, that it can accommodate its total RHND. The following is a description of this determination based on Table A-42:

- Vacant land zoned for higher density residential (RM and RH) could accommodate up to 124 new dwelling units at densities potentially affordable to very low- and low-income households. These potential new units are sufficient in accommodating the City's regional allocation of 119 dwelling units for very low- and low-income households.
- Vacant land zoned for higher density residential (RM and RH), along with commercially zoned properties (CO and CD) that allow residential uses above ground level, could accommodate up to 113 new dwelling units at densities potentially affordable to moderate-income households. These potential new units are more than sufficient in accommodating the City's regional allocation of 90 units for moderate-income households.
- Vacant land zoned for low density residential (RS) could accommodate up to 463 new dwelling units. These potential units are more than sufficient in accommodating the City's regional allocation of 204 units for above moderate-income households.

Re-Use Potential

The City of Benicia does not currently have a redevelopment agency. In the mid-1980s, however, a proposal was initiated from the City Manager's office, and supported by the City Council, to form such an agency in Benicia. The motivation behind the formation of the agency was to create a financing mechanism to purchase and fund properties within downtown and industrial park improvement project areas. Initially it appeared there was adequate community interest to support such a measure; however, as time went on a citizens group against the creation of a redevelopment agency initiated a ballot measure (1988) to prohibit the formation of the agency. The City Council at the time felt it was not judicious to proceed with the formation of the agency in light of such strong public opposition. The idea was dropped and no Council since has neither felt the desire, nor the need, to initiate the concept again.

Due to the circumstances described above, it is unlikely that redevelopment or re-use opportunities would occur in Benicia due to the lack of financial resources; however, the areas with the greatest re-use potential are those located in or near the City's Downtown Commercial District. This District allows residential units in either above ground floor spaces or in residential units on the ground floor behind an allowed nonresidential use that faces the street. Opportunity for this type of re-use could occur, although no commercial vacancies currently exist that could accommodate this type of re-use.

A second option of re-use potential for the City would be to look at existing underutilized property, that is, sites which have existing residential uses that are below what zoning permits. Identification and/or analysis of these potential sites have not been conducted, however, as the City does not have the resources and has found it financially difficult with no redevelopment agency. Due to the lack of funding and available resources for re-use projects, it is not the intention of the City to meet its ABAG regional allocation with re-use potential opportunities.

Table A-42

Benicia Vacant Land

Site Map Number	Location	Site Conditions	Total Acres	Density (Units/Acre)		Number of Potential Units
				Permitted By Zoning Ordinance	Average Construction Density	
Single-Family Residential (RS) Under 1 Acre						
1	Military West and 10 th	Flat with a small gully at the west edge of property	.86	7	4.5	4
2	Military West and 3 rd	Flat with minor slope to the street, spring in the middle	.70	7	7	5
3	1 st and N Street	Slope, drainage, and grading issues	.80	7	2.5	2
4	East J B East 2 nd and East 3 rd	Minor slope	.49	7	4	2
5	East 3 rd and I Street	Flat, no constraints	.43	7	4.5	2
6a	East J and East 7 th Street	Soil issues, wicking required	.86	7	4.5	4
6b	East J and East 7 th Street	Soil issues, wicking required	.43	7	4.5	2
7	East 5 th and K Street	Flat, no issues	.21	7	5	1
8	East N Between 5 th and 6 th	Creek, access constraints	.31	7	6	2
9	East N Between 6 th and 7 th	Minor slope	.43	7	7	3
10	Casa Grande and Vecino	Flat, no constraints	.63	7	6	4
11	East J Street Between 532 and 520	Flat, no constraints	.14	7	7	1
12	Between West J and I St.	Creek	.56	7	3.5	2
13	7 th Street Right of Way	Pond with wetlands on-site	.38	7	5	1
14	1100 West L Street	Flat, no constraints	.18	7	5.5	1
Single-Family Residential (RS) Between 1 and 2 Acres						
15	West L and 11 th	Minor slope	1.37	7	4	5
16	Military at West 7 th	Slope, access is limited. Approximately 50% of site is occupied by a stream and associated vegetation.	1.55	7	1	2
17	Military and West 5 th	Gully in the middle; needs to be filled	1.60	7	2.5	4

Site Map Number	Location	Site Conditions	Total Acres	Density (Units/Acre)		Number of Potential Units
				Permitted By Zoning Ordinance	Average Construction Density	
Single-Family Residential (RS) Over 2 Acres						
18	Tourtlot	Development planned	110	7	3.5	417
Medium Density Residential (RM) Under 1 Acre						
19	West 6 th and K Street	Flat, no constraints	.36	14	14	5
20	East 5 th and E Street	Flat, no constraints	.71	14	14	10
21	East H and 6 th Street	Slope, rocky soils	.86	14	7	6
22	East H Street Between 5 th and 6 th Street	Flat, no constraints	.21	14	9.5	2
23	East H Street Between 5 th and 6 th Street	Flat, no constraints	.21	14	9.5	2
Medium Density Residential (RM) Between 1 and 2 Acres						
24	Military West 5 th Street	Development planned: Hearthstone ¹	1.0	14	12	12
Medium Density Residential (RM) Over 2 Acres						
25	Rose Drive	Development planned: Bayridge ²	3.74	14	13	50
High Density Residential (RH) Under 1 Acre						
26	East 4 th and L Street	Development planned: Eagle Glen ³	.48	21	12.5	6
27	East N and 7 th Street	Flat, no constraints	.14	21	21	3
High Density Residential (RH) Over 2 Acres						
28	1 st and 780	Development planned: Rockridge ⁴	3.6	21	15.5	56
Commercial Office (CO) ⁵						
29	Adams and Park	In a designated historic district	7.29	2,000 sq. ft./unit	--	48
30	West J and 5 th	Flat, no constraints	.35	2,000 sq. ft./unit	--	3
Downtown Commercial (CD) ⁶						
31	1 st and D Street	Flat, no constraints	.43	2,000 sq. ft./unit	--	3
32	1 st and B Street	Soil issues	1.72	2,000 sq. ft./unit	--	14
33	East 2 nd and E Street	Flat, no constraints	2.13	2,000 sq. ft./unit	--	17
34	1 st Street between B and C Streets	Flat, adj. to shoreline, historic district	.396	2,000 sq. ft./unit	--	3

SUMMARY					
Zoning Category	Total Vacant Acreage	Potential Number of Units based on Affordability			
		Very Low-Income	Low-Income	Moderate-Income	Above Moderate-Income
Single-Family Residential (RS)	121.93	--	--	--	463
Medium Density Residential (RM)	6.88	31	31	25	--
High Density Residential (RH)	4.22	43	19	3	--
Commercial Office (CO)	7.64	--	--	51	--
General Commercial (CD)	4.68	--	--	34	3
TOTAL	145.35	74	50	113	466
1999-2006 ABAG Regional Housing Needs Determination	TOTAL 413	70	49	90	204
Units Accepted from Solano County's RHND ⁷	2	0	0	0	2
Units Completed and/or Under Construction Between January 1, 1999 and April 1, 2002	73	5 ⁸	0	5	63
Remaining 1999-2006 Housing Needs Allocation	342	65	49	85	143

Source: City of Benicia, May 2002.

¹Hearthstone is a 12-unit for-purchase single-family self-help project. This project is 100 percent affordable with 50 percent of the units for very low- and 50 percent for low-income households. Hearthstone has City entitlements completed. The majority of funding is secured and construction loans are expected to close by June 2002.

²Bayridge is a 50-unit multi-family rental project. This project is 100 percent affordable with 50 percent of the units for very low- and 50 percent for low-income households. Bayridge has all City entitlements and is in the process of seeking a funding source.

³Eagle Glen is a 6-unit multi-family rental project. This project is 100 percent affordable to low-income households. Eagle Glen is in the pre-design and pre-development stage and does not have a funding source secured or been approved with City entitlements.

⁴Rockridge is a 56-unit multi-family rental project. Rockridge is 100 percent affordable with 43 units affordable to very low-income households and 13 units affordable to low-income households. Rockridge is fully entitled and is currently awaiting a response from potential funding sources.

⁵Permitted above ground level. Units over commercial in CO calculated as follows: gross acreage x 50 percent (deduction for parking, landscaping, setbacks, common areas) = net acreage x 1.0 floor area ratio (FAR) (reduced from allowed 1.2, which does not appear achievable on CO sites) = gross bldg. sq. ft. x 50 percent (assumes all of second floor would be developed for residential) = net bldg. sq. ft. for residential x 60 percent (40 percent deduction for non-living space areas) ÷ 1,000 sq. ft. (size of living area) = number of units.

⁶Permitted above ground level. Units over commercial in CD calculated as follows: gross acreage x 50 percent (deduction for parking, landscaping, setbacks, common areas) = net acreage x 1.2 FAR (reduced from allowed 2.4, which does not appear achievable on CD sites) = gross bldg. sq. ft. x 50 percent (assumes all of second floor would be developed for residential) = net bldg. sq. ft. for residential x 60 percent (40 percent deduction for non-living space areas) ÷ 1,000 sq. ft. (size of living area) = number of units.

⁷The City of Benicia agreed to accept two market rate units from Solano County's regional housing allocation.

⁸Represents Habitat for Humanity (2 single-family units) and Clipper Bay (3 duplex units) projects.

CONSTRAINTS

The purpose of this section is to identify those governmental and non-governmental factors unique to the community that inhibit the development, maintenance, or improvement of housing. The governmental constraints analysis focuses on factors that are within the City's control; not on state, federal, or other governmental policies or regulations that Benicia cannot affect or modify. There are many such policies and regulations that could affect the City's ability to meet future housing needs and secure adequate funding to construct very low- and low-income housing. Among these other governmental constraints are:

- Land use and environmental policies and regulations that could limit the City's ability to designate land within the City's planning area for future residential development. Examples include agricultural open space and natural habitat preservation; protection of endangered species; and flood control.
- Fiscal and financial constraints related to regional, state, or federal funding for housing, transportation, infrastructure, and services needed to support new residential development.
- State and federal requirements that add to the cost of constructing affordable housing, when public funds are used (such as "prevailing wage" requirements).
- Construction codes and regulations that Benicia must follow for new residential construction that could restrict the use of cost-saving techniques or materials.

While these other governmental requirements meet legitimate public purposes, Benicia recognizes that they can potentially constrain the availability and affordability of housing to meet the community's future needs.

NON-GOVERNMENTAL CONSTRAINTS

Land Costs

Land is currently in short supply within Benicia. Establishing the cost of vacant land zoned for residential use in such a limited market is difficult to do with any degree of certainty. Table A-43 provides information on vacant land for sale in the City (February 2002). The vacant single-family residential land listed ranges from \$400,000 to \$2,000,000 per acre. On a per-lot, or per-unit basis, these acreage costs translate to a range of \$100,000 to \$400,000 per lot for single-family residential land. No multi-family residential vacant properties for sale were available in Benicia (February 2002).

Table A-43

Vacant Land – For Sale

Type	Lot Size/Total Units	Location	Price
Residential	.19 Acres	Benicia	\$390,000
Residential	.44 Acres	Benicia	\$289,000
Residential	2.5 Acres	Benicia	\$1,999,995
Residential	.36 Acres	Benicia	\$149,500
Residential	.25 Acres	Benicia	\$170,000

Source: Solano Pacific Real Estate and
greathomes.org, February 2002.

New Construction and Labor Costs

Many factors can affect the cost of building a house, including the type of construction, materials, site conditions, finishing details, amenities, and structural configuration. The following development cost information was acquired from estimates provided by residential builders who are familiar with Benicia's housing market (May 2002).

Single-Family Development

Construction costs for a wood framed 2,500 square foot single-family home are approximately \$75 per square foot. The cost of raw land in Benicia is currently \$150,000 a unit, while permitting costs and impact fees generally run \$40,000 per unit. Once a vacant parcel is purchased, the contractor has to make certain site improvements to prepare for building on the property. Such improvements include connections to existing utility systems, rough grading, and installation of water and sewer lines. This type of work generally ranges from \$30,000 to \$55,000 per unit. The cost variation is impacted by lot sizes, primary infrastructure needed for the area, and improvements to collector streets including landscaping, sound walls, and additional lanes. Total onsite construction costs per square foot – excluding land costs but including all soft costs, city fees, interest carry, and general administration – range from \$135 to \$175. Marketing and administrative costs are approximately 11.5 percent of the sales price, while financing runs about 5 to 7 percent. Based on these assumptions, the cost of a single-family home in Benicia, ranging from 2,500 to 3,000 square feet, would vary from \$510,000 to \$575,000, with total permitting costs between 12 to 14 percent of the total value of the home.

Given cost ranges listed above for a market rate single-family home in Benicia, none of the very low-, low-, and moderate-income households in the City could afford to own a home in the City without some assistance such as a subsidy or first-time homebuyer program. Of the above moderate-income households in the City of Benicia, only the upper end could afford to own a home, assuming again that no other subsidies or first-time homebuyer assistance programs are utilized.

Multi-Family Development

The cost of raw multi-family land in Benicia is currently between \$18,000 and \$20,000 per dwelling unit, depending on the assumed density of a project that could be developed on that site. Comparably, the cost of raw multi-family land in other cities within Solano County is approximately \$5,000 to \$10,000 per dwelling unit. It is estimated that affordable multi-family housing construction costs – excluding land costs but including all soft costs, city fees, interest carry, and general administration – range from \$150 to \$200 per square foot; however, the development of a market rate multi-family project would increase the cost per square foot by roughly 9 to 11 percent.

The Cost and Availability of Financing

The City has not identified any local constraints to the availability or cost of financing for home purchases or rehabilitation that differ significantly from the availability or cost of financing generally in California. The primary factor related to home finance affecting housing affordability and availability is the cost of borrowing money (interest rates). Historically, substantial changes in interest rates have correlated with swings in home sales. When interest rates decline, sales increase. The reverse has been true when interest rates increase. Over the past two decades, there has been a dramatic growth in alternative mortgage products, such as graduated mortgages and variable rate mortgages. These types of loans allow homeowners to take advantage of lower initial interest rates and qualify for larger home loans. Even during periods of high interest rates, these alternative products allow more buyers to qualify for homeownership, thus minimizing the swings in home sales that accompany changes in interest rates.

Nevertheless, the fixed interest rate mortgage remains the preferred type of loan, especially during periods of low, stable interest rates. Most governmental programs that seek to increase homeownership among low- and moderate-income households rely on loan products that provide fixed interest rates below prevailing market rates, either for the principal loan or for a second loan that provides part of the down payment for home purchase. Many programs offer deferred second loans to facilitate homeownership. Table A-44 shows various monthly payments necessary to service mortgages at various interest rates. Financing is currently at 6.5 percent in the area (January 2002).

Table A-44

Monthly Payments and Total Interest at Various Interest Rates

Interest Rate	15-Year Loan			30-Year Loan		
	Payment per \$10k	Total Interest Paid	Percent Difference Payment/Interest	Payment per \$10k	Total Interest Paid	Percent Difference Payment/Interest
6%	\$84.39	\$5,189	---	\$59.96	\$11,583	---
7%	\$89.88	\$6,178	6.5%/19.0%	\$66.53	\$13,950	11.0%/20.4%
8%	\$95.57	\$7,202	6.3%/16.6%	\$73.38	\$16,415	10.3%/17.7%
9%	\$101.43	\$8,256	6.1%/14.6%	\$80.46	\$18,966	9.6%/15.5%
10%	\$107.46	\$9,343	5.9%/13.2%	\$87.76	\$21,593	9.1%/13.9%

Source: LA Times, 2000.

GOVERNMENTAL CONSTRAINTS

Governmental policies and regulations can have both positive and negative effects on the availability and affordability of housing and supportive services. This section of the Housing Element describes City policies and regulations that could potentially constrain the City's abilities to achieve its housing objectives. Constraints to housing can include land use controls, development standards, infrastructure requirements, residential development fees, and development approval processes. Land use controls may limit the amount or density of development, while building codes may set specific building standards that add material costs or limit building space on a site, thus increasing the cost of housing per unit. The following analysis does not identify any potential or actual governmental constraints that the City's imposes on housing policies or regulations that cannot be mitigated though changes in housing policy.

Land Use Controls

Table A-45 provides a summary of Benicia's residential zoning regulations, including building setback, height, and parking requirements for single-family and multi-family residential zones. The City of Benicia's Zoning Ordinance and development regulations establish maximum densities based upon the availability of public services, constraints on circulation, and maintaining neighborhood character.

The following is a description of each of the City's residential zoning districts:

- *Single-Family Residential (RS)* provides for single-family detached residences in residential neighborhoods. The density range permitted in this low-density zone is 0.1 to 7 units per gross acre.
- *Medium Density Residential (RM)* includes multi-family housing where lot coverage remains relatively low. It includes large older homes that have been converted to duplexes as well as new apartments, townhouses, condominiums, clustered housing developments, and mobile home parks. The density range permitted in the RM is 8 to 14 units per gross acre.
- *High Density Residential (RH)* is intended to provide opportunities for an intensive form of residential development that increases housing opportunities by allowing relatively high lot coverage per gross acre. Densities in the RH range from 15 to 21 units per acre.

In addition to the above residential districts, the Benicia Zoning Ordinance permits residential uses in non-residential zones (Section 17.46.010).

Multi-family (MF) and single-family (SF) dwellings are permitted by right in the following districts:

- *Community Commercial (CC) District* (MF and SF above ground floor only)
- *Commercial Office (CO) District* (MF and SF above ground floor only)
- *Downtown Commercial (CD) District* (MF above ground floor only – SF not permitted on ground level facing the street, however, permitted on ground floor behind an allowed nonresidential use facing the street)
- *Waterfront Commercial (CW) District* (SF above ground floor only – MF allowed at street level)
- *Open Space (OS) District* (Only SF permitted, limited to one primary and one accessory unit)

Analysis of development standards for multi-family housing in the above non-residential commercial districts (Benicia Zoning Ordinance, Section 17.28.030) does not reveal any impediments to the development of multi-family housing in those districts.

Permitted Uses in Residential Zoning Districts

The Benicia Zoning Ordinance designates permitted, non-permitted, or conditional uses for all developable use types in the City in relation to the City's zoning categories (Table A-45). Uses described below that require a use permit are not subject to additional requirements or conditions beyond what is described in the Benicia Zoning Ordinance, Chapter 17.104 (Use Permits and Variances). The City's conditional use permit process acts to facilitate and encourage the development of specified conditional uses through clear and unambiguous standards of the steps in the application review process, basis for approval (criteria and findings), and terms and conditions.

- Accessory dwelling units (i.e., second units) are permitted through a conditional use permit process in all residential districts: RS, RM, and RH.
- Manufactured homes (i.e., mobile homes) on permanent foundations are permitted by right in all residential districts (RS, RM, and RH), as well as in the Open Space District and in an Industrial District (IF, IG, IW, and IP) as caretaker housing.
- Mobile home parks are permitted in residential districts based on the approval of a Planned Development District plan (Benicia Zoning Ordinance, Chapter 17.44).

- Group residential, defined by the City's Zoning Ordinance (Section 17.16.030) as shared living quarters without separate kitchen or bathroom facilities for each room or unit (e.g., boardinghouses, dormitories, fraternities, sororities, and private residential clubs) are not permitted in the RS district but are permitted through a conditional use process in the RM and RH residential zones. Group residential is also permitted in the CD District only above ground level and in the General Commercial District (CG) through a conditional use process. No other special zoning standards apply to group residential facilities.
- Emergency shelters and transitional housing facilities are not specifically addressed in the City's Zoning Ordinance as being permitted in any residential districts. The immediate need for this type of housing has not been identified within Benicia; however, the City is proposing to amend its Zoning Ordinance to specify a use definition and zoning classification(s) in which homeless shelters and transitional housing facilities will be permitted (see Program 3.02 and 3.03 of the Housing Element). The City will solicit input from local service providers (e.g., Community Action Council) in the preparation and adoption of the amendments to the Zoning Ordinance to ensure that development standards and permit processing will not impede the approval and/or development of homeless shelters and transitional housing. The City will select zoning district(s) in which there are existing vacant or underutilized sites that could accommodate these uses. Appropriate locations for emergency shelters and transitional housing facilities are required to be considered during a public hearing process before any commitments can be made regarding suitable sites.
- Convalescent facilities (i.e., establishments providing care on a twenty-four-hour basis for persons requiring regular medical attention, but excluding facilities providing surgical or emergency medical services), are not permitted in the RS district but are permitted through a conditional use process in the RM and RH residential districts and in the Public/Semipublic (PS) district.
- Day Care (limited), defined as non-medical care and supervision of eight or fewer persons on a less than twenty-four hour basis (e.g., nursery schools, preschools, and daycare centers for children and adults), is permitted in all residential districts (RS, RM, and RH).
- Day Care (general), defined as non-medical care for nine or more persons on a less than twenty-four hour basis (e.g., nursery schools, pre-schools, and daycare centers for children and adults), is permitted through a conditional use permit in all residential districts (RS, RM, and RH). Day Care general is also conditionally permitted in the CC, CO, CW, Limited Industrial (IL), General Industrial (IG), and Industrial Park (IP) districts.
- Residential Care (limited), defined as twenty-four hour medical care for six or fewer persons in need of personal services, supervision, protection, or assistance essential for sustaining the activities of daily living (i.e., only those services and facilities licensed by the State of California), is permitted as of right in all residential districts (RS, RM, and RH). Residential Care limited is also permitted by right in the CW District.
- Residential Care (general), defined as twenty-four hour care for seven or more persons, including wards of the juvenile court, in need of personal services, supervision, protection, or assistance essential for sustaining the activities of daily living (i.e., only those services and facilities licensed by the State of California), is permitted in the RM and RH residential districts through a conditional use permit process. Residential Care general is also permitted in the CC and CO districts through a conditional use permit process.

Table A-45

City of Benicia Residential Zoning Requirements with Allowable Residential Development

	RS Single-Family Residential	RM Medium Density Residential	RH High Density Residential
Minimum Site Area (sq. ft.)	6,000	6,000	7,500
Site Area Per Unit (sq. ft.)	6,000	3,000	2,000
Site Area Per Unit With Density Bonus for:			
1. Low- and Moderate- Income Housing	4,800	2,400	1,600
2. Elderly Housing	--	2,000	1,300
3. Low-Income Elderly Housing	--	1,500	1,000
Density Range (Units/Acre)	.1-7	8-14	15-21
Minimum Lot Width (sq. ft.)	60 ft.	60 ft.	60 ft.
Minimum Front Yard Setback	20 ft.	20 ft.	20 ft.
Minimum Side Yard Setback	5	6 ft. minimum/10 ft. average	6 ft. minimum/10 ft. average
Minimum Rear Yard Setback	15 ft.	15 ft.	15 ft.
Height Limit (Dwellings)	30 ft.	35 ft.	35 ft.
Maximum Coverage	40%	45%	50%
Minimum Site Landscaping	35%	30%	30%

RESIDENTIAL DISTRICT LAND USE REGULATIONS			
	RS Single-Family Residential	RM Medium-Density Residential	RH High-Density Residential
Single-Family Housing	Permitted	Permitted ¹	Permitted ¹
Duplex	Not Permitted	Permitted	Permitted
Multiple-Family Dwelling, Three or More	Not Permitted	Permitted	Permitted
Second Residential Units	Conditional Use Permit	Conditional Use Permit	Conditional Use Permit
Manufactured/Mobile Homes	Permitted	Permitted	Permitted
Group Residential ²	Not Permitted	Conditional Use Permit	Conditional Use Permit
Emergency Shelters	Not Permitted	Not Permitted	Not Permitted
Transitional Housing	Not Permitted	Not Permitted	Not Permitted
Convalescent Facilities ³	Not Permitted	Conditional Use Permit	Conditional Use Permit
Day Care, Limited ⁴	Permitted Use	Permitted Use	Permitted Use
Day Care, General ⁵	Conditional Use Permit	Conditional Use Permit	Conditional Use Permit
Residential Care, Limited ⁶	Permitted Use	Permitted Use	Permitted Use
Residential Care, General ⁷	Not Permitted	Conditional Use Permit	Conditional Use Permit

Source: City of Benicia Zoning Ordinance, January 2002.

¹Single-family housing as a permitted use by right in the RM and RH districts is a potential constraint to the preservation of existing higher-density land for higher-density multi-family uses. The City is mitigating this potential constraint through a proposed program (see Program 1.05) in the Housing Element which would amend the Zoning Ordinance to ensure that projects are constructed at least at the minimum required density in the RM (minimum 8 units per acre) and RH (minimum 15 units per acre) districts to preserve the limited supply of multi-family zoned land for multi-family uses.

²Shared living quarters without separate kitchen or bathroom facilities for each room or unit (e.g., boardinghouses, dormitories, fraternities, sororities, and private residential clubs).

³Establishments providing care on a twenty-four hour basis for persons requiring regular medical attention, but excluding facilities providing surgical or emergency medical services.

⁴Non-medical care and supervision of eight or fewer persons on a less than twenty-four hour basis (e.g., nursery schools, preschools, and daycare centers for children and adults).

⁵Non-medical care for nine or more persons on a less than twenty-four hour basis. This classification includes nursery schools, pre-schools, and daycare centers for children and adults. Planning Commission use permit required, except that the Community Development Director may approve use permits for general family day care homes for nine to 14 children, as defined in Chapter 3.4 of the California Health and Safety Code.

⁶Twenty-four hour medical care for six or fewer persons in need of personal services, supervision, protection, or assistance essential for sustaining the activities of daily living. This classification includes only those services and facilities licensed by the State of California.

⁷Twenty-four hour care for seven or more persons, including wards of the juvenile court, in need of personal services, supervision, protection, or assistance essential for sustaining the activities of daily living. This classification includes only those services and facilities licensed by the State of California.

Building Codes

Building Codes regulate the physical construction of dwellings and include plumbing, electrical, and mechanical divisions. The purpose of the Building Code and its enforcement is to protect the public from unsafe conditions associated with construction. The City of Benicia enforces the State Building Code standards (Title 24) for existing units, new construction, and residential rehabilitation. State law affords local government some flexibility when adopting the uniform codes; the building codes can be amended based on geographical, topological or climatological considerations. Further, State Housing law provides that local building departments can authorize the use of materials and construction methods other than those specified in the uniform code if the proposed design is found to be satisfactory and the materials or methods are at least equivalent to that prescribed by the building codes.

A review of the City's amendments to the uniform codes indicates that they do not pose a significant impediment to the cost of residential development. Benicia's amendments to the State Building Code standards are as follows: 1) self-illuminated house address numbers, 2) four-inch slab for all non-engineered foundations, and 3) Class B shake and shingles for all residential structures.

San Francisco Bay Conservation and Development Commission (BCDC)

The San Francisco Bay Conservation and Development Commission (BCDC) is a California state agency that requires permits for development along the shoreline of the San Francisco Bay, in addition to local permit approvals. BCDC has jurisdiction over the following geographic areas:

- open water, marshes and mudflats of the greater San Francisco Bay, including Suisun, San Pablo, Honker, Richardson, San Rafael, San Leandro, Grizzly Bays, and the Carquinez Strait;
- the first 100 feet inland from the shoreline around San Francisco Bay;
- portions of the Suisun Marsh; and
- portions of most creeks, rivers, sloughs, salt ponds, game refuges, managed wetlands, and tributaries that flow into the San Francisco Bay.

Construction of any residential dwelling unit along or adjacent to the Benicia shoreline would require the approval of the BCDC. The granting of permits by the Commission generally includes several conditions that must be carried out as part of the authorized project, thereby assuring full compliance with BCDC laws and policies. Typical permit conditions include:

- requirement to construct;
- guarantee and maintain public access to the Bay;
- specified construction methods to assure safety or to protect water quality;
- plan review requirements that must be met before construction can begin; and
- mitigation requirements to offset the adverse environmental impacts of the project.

To assist the Commission in evaluating the appearance, design and provision of maximum feasible public access, many applications for major projects are evaluated by the Commission's Design Review Board. The Commission is also assisted by an Engineering Criteria Review Board that evaluates and advises on seismic safety and structural engineering features. BCDC permits cannot be filed or approved until the project has received all discretionary local permits (e.g., variances, zoning changes, excavation or fill permits, planned unit development and/or tentative subdivision map approvals and all other local approvals except ministerial permits, such as building permits).

According to the City, there are no sites in the vacant land inventory (Table A-42, page A-48) that fall under BCDC jurisdictional regulations.

Development and Impact Fees

The financing of public facilities and services for new development in Benicia, as in most California jurisdictions, is funded in part by exactions and fees levied against development projects in proportion to the anticipated fiscal impact on the community. In all instances, the fees are determined based on a proportional share of cost necessary to fund the cost of capital improvements. In this sense, they are fixed overhead costs that cannot be reduced by policy. Although these fees are necessary to meet City standards for the installation and service level maintenance of public services and facilities, they can have substantial impact on the cost of housing, particularly affordable housing. In creating a development fee structure, Benicia carefully balanced the need to offset the cost of public services with a level of fees that do not inhibit residential development. Single- and multi-family residential development costs are also discussed under the Non-Governmental Constraints Section: New Construction and Labor Costs, page A-52. (See Appendix G for a complete schedule of City fees).

On- and Off-Site Improvement Requirements

When new developments are constructed there is a need to improve the land upon which the development is located, or to provide improvements in the general area to properly serve the development. The cost of improvements depends upon the extent of improvements needed, the size of the project, and accessibility. These improvements vary depending on whether the development is located on raw land or an infill site. Typical raw land improvements include the installation of new sewer mains, curbs, gutters, and streets. Many infill sites are already equipped with some if not most improvements, particularly streets; therefore, there are usually no dedication or easement requirements on such sites.

The City of Benicia requires on-site improvements such as curbs, gutters, and sidewalks similar to those required by most other jurisdictions in the Bay Area. Such improvements do increase the cost of housing, however, these improvements are considered necessary to protect the health, safety, and welfare of the public. There is no evidence that the requirements for on-site improvements present a constraint to the production of affordable housing in Benicia.

Permit Processing Procedures

The City of Benicia meets state-required timelines for the approval of development permits, as shown below (Table A-46). The time required for development approval is not generally a constraint or substantial cost to housing developers. An overly lengthy review process, however, could adversely affect an affordable housing project if the time required to obtain approval affects the proponent's ability to access funding for the project (particularly governmental grants). In such cases, expedited permit review could provide an additional level of certainty that the amount of time required for project approval will not adversely affect the developer's ability to access funding.

Table A-46

Application Processing

Application Type	Estimated Approval Time Period
Existing Single-family Home in Historic District ¹	6 – 8 weeks (Design Review)
Multi-family Project	6 – 8 weeks (Design Review)
Variances	6 – 8 weeks (Zoning Administrator or Planning Commission)
Residential Design Review (Single- and Multi-family projects)	4 – 6 weeks (Single-family staff review) 6 – 8 weeks (Design Review)
Projects with Environmental Review	8 – 14 weeks Negative Declaration (Planning Commission)
Rezone ²	12 – 18 weeks (Planning Commission/City Council)
General Plan Amendment	12 weeks Negative Declaration or exempt (Planning Commission/City Council)
Lot Line Adjustment	3 weeks (staff review)
Parcel Map	6 weeks (staff review)
Subdivision Map (Project)	12 weeks (Planning Commission)
Conditional Use Permit	6 – 8 weeks (Planning Commission)
Temporary Use Permit	3 weeks (staff review)

Source: City of Benicia, June 2002.

¹Existing or new single-family homes in non-Historic Districts or a non-historic home in a Historic District do not require design review.

²Rezoning run concurrently with a General Plan amendment.

Conditional Use Permit Process

The Conditional Use Permit (CUP) process is described in the City's Zoning Ordinance under Chapter 17.104 (Use Permits and Variances). Unless authority for a decision on a use permit is specifically assigned to the Community Development Director, the Planning Commission has the authority to approve, conditionally approve, or disprove an application for a use permit. Use permits can be appealed to the City Council in the case of a decision made by the Planning Commission, or to the Planning Commission in the case of a decision made by the Community Development Director.

The Planning Commission meets on the second Thursday of each month. Application filing deadlines for a CUP take place approximately one month before the scheduled hearing. Processing time for conditional uses vary from 6 to 8 weeks, depending on project complexity, adjacent issues, and whether additional environmental review is needed. The focus of the CUP typically relates to neighborhood compatibility (i.e., architectural design, setbacks, parking, orientation, etc.).

In granting a use permit, the Planning Commission or Community Development Director, must find all of the following general conditions to be fulfilled:

1. location of the use is in accord with the objectives of Chapter 17.104 and the purposes of the district in which the site is located;
2. location of the use and proposed conditions under which it would be operated or maintained are consistent with the Benicia General Plan and would not be detrimental to the public health, safety, or welfare of persons residing or working in or adjacent to the neighborhood of the use; and
3. the use complies with any conditions required for the proposed conditional use in the district in which it would be located.

In approving a use permit, the Planning Commission or Community Development Director, as the case may be, imposes reasonable conditions necessary to:

- achieve the general purposes of Chapter 17.104 or the specific purposes of the zoning district in which the site is located;
- protect the public health, safety, and general welfare; and
- ensure operation and maintenance of the use in a manner compatible with existing and potential use on adjoining properties or in the surrounding area.

The conditional use process does not act as a constraint to the development of affordable housing because:

- it does not add significant time or delay to the approval of projects;
- the Planning Commission does not impose additional development standards though the CUP, but addresses the findings and conditions that are described above; and
- the City's CUP application packet provides clear direction on the process and standards for review.

Constraints to Housing Persons with Disabilities

As noted in the Special Needs section of this report, persons with disabilities have a number a housing needs related to accessibility of dwelling units; access to transportation; employment, and commercial services; and alternative living arrangements that include on-site or nearby supportive living services.

The City ensures that new housing developments comply with California building standards (Title 24 of the California Code of Regulations), including handicapped accessibility requirements. The City also permits educational, residential, health care, and other supportive services (defined as "residential care," "day care," "convalescent facilities" and "group residential" in the Zoning Ordinance) of the type that could benefit persons with disabilities in residential zones. The City's proposed development standards for a mixed-use zone will also allow a wide variety of housing unit types that could meet the needs of, and provide accessibility to services and transportation to, individuals with disabilities.

Based on its zoning, land use policies, and building code practices, there is no evidence that Benicia has created significant constraints to the location, construction, or cost of special needs housing for persons with disabilities.

Procedures for Ensuring Reasonable Accommodations

The City of Benicia has procedures to ensure that reasonable accommodations are made for persons with disabilities (see following discussion). Individuals with disabilities and/or their family member(s), caretaker(s), or designee(s), on behalf of the disabled applicant, can telephone the City, send an e-mail, write a letter, stop by City offices, or appear at a Planning Commission or City Council meeting to request special accommodations or variances from the requirements of City zoning or building codes for disability accommodations. Based on analysis of City actions, no evidence can be found that the City's current procedures for processing building permits, enforcing the CBC, or implementing its Zoning Code represent impediments to reasonable accommodations for persons with disabilities.

Efforts to Remove Regulatory Constraints for Persons with Disabilities

The State of California has removed any City discretion for review of small group home projects (six or fewer residents). The City does not impose additional zoning, building code, or permitting procedures other than those allowed by state law. There are no City-initiated constraints on housing for persons with disabilities caused or controlled by the City.

The City also allows residential retrofitting to increase the suitability of homes for persons with disabilities in compliance with ADA requirements. Such retrofitting is permitted under Chapter 11 of the 1998 version of the California Code. The City works with applicants who need special accommodations in their homes to ensure that application of building code requirements does not create a constraint. Benicia's Zoning Ordinance was updated in 2001. It has been reviewed for Chapter 11 compliance and found to be compliant. Under the City's Housing Rehabilitation Program, persons with disabilities can apply for rehabilitation loans to make necessary accessibility improvements to their homes.

Information Regarding Accommodation for Zoning, Permit Processing, and Building Codes

The City implements and enforces Chapter 11 of the 1998 California Code, which is very similar to the ADA. The City provides information to applicants or those inquiring of City regulations regarding accommodations in zoning, permit processes, and application of building codes for persons with disabilities.

Zoning and Other Land Use Regulations

In reviewing the City's zoning laws, policies, and practices for compliance with fair housing law, the City has not identified zoning or other land use regulatory practices that could discriminate against persons with disabilities and impede the availability of such housing for these individuals. Benicia's Zoning Ordinance allows many of the housing use types that persons with disabilities require. Examples of the ways in which the City facilitates housing for persons with disabilities through its regulatory and permitting processes are:

- The City allows variation from the application of its parking standards. Benicia Zoning Ordinance Section 17.74.060 can be used to reduce parking requirements.

- Group residential facilities, defined by the Zoning Ordinance as shared living quarters (e.g., boardinghouses), are allowed with the issuance of a use permit in the Medium Density and High Density Residential districts and the Downtown and General Commercial districts.
- Convalescent facilities equipped to assist seniors, many of whom have types of disabilities, are allowed with a conditional use permit in the Medium Density and High Density Residential districts as well as in the Public and Semipublic District.
- Residential care facilities that provide twenty-four hour medical care for six or fewer persons are permitted as of right in all three residential districts in Benicia.
- Residential care facilities that provide twenty-four hour medical care for seven or more persons licensed by the State of California are allowed with the issuance of a use permit in Medium and High Density Residential districts and Community and Office Commercial districts.

The City's General Plan Land Use Element does not require nor regulate the siting of special needs housing in relationship to one another. The City has no requirement for a minimum distance between special needs housing.

Site development standards established by the City's zoning code that might affect a residential or commercial retrofit for a disabled person(s) are typical of those required in most communities:

	<u>Residential</u>	<u>Commercial</u>
• Front Yard Setbacks:	20 Feet	10-15 Feet
• Side Yard Setbacks:	SF 5 Feet/MF 6 & 20 Feet	(none)
• Rear Yard Setbacks:	15 Feet	(none)
• Height Limitations:	SF 30 Feet/MF 35 Feet	40 Feet

In the last 15 years, the City has received less than a dozen requests for exterior retrofits to accommodate a disabled person. (*Conversation with Del Lacey, Community Development Department, January 13, 2003*). The most frequent request is for ramp access to the front or rear entry doors. If the height of the structure does not exceed 30 inches from ground level, it can be placed completely within an interior side yard setback, or intrude 6 feet into the front yard setback. It is unlikely such a structure would exceed 30 inches in height. In the past, staff has worked with the applicant to design the ramp access to comply with the zoning standards. Construction of a ramp typically would not require a separate planning permit, so no fee is involved. See following discussion regarding waiver of building permit fees.

Permits and Processing

The City does not impose special permit procedures or requirements that could impede the retrofitting of homes for accessibility. The City's requirements for building permits and inspections are the same as for other residential projects and are fairly simple and straightforward. City officials are not aware of any instances in which an applicant experienced delays or rejection of a retrofitting proposal for accessibility to persons with disabilities.

The City allows residential care of six or fewer persons by right, as required by state law. No conditional use permit or other special permitting requirements apply to such homes. The approval of a residential care facility of six or more persons requires the issuance of a use permit. A public hearing is held for the use permit, at which time public comment is welcome. To-date the City has not received any applications for the development of a residential care facility of seven or more; however, if an application was to be submitted, the City would not impose additional conditions or use restrictions on this type of facility. The conditional use permit process would not be any different from any other residential project that requires a use permit.

The City does not impose special occupancy permit requirements for the establishment or retrofitting of structures for residential use by persons with disabilities. If structural improvements are required for a group home, a building permit is required. If a new structure were proposed for a group home use, design review would be required. To the City's knowledge, its design review process has not been used to deny or substantially modify a housing project for persons with disabilities to the point where it is no longer feasible.

Nearly all projects require design approval by the City prior to issuance of a zoning permit. The only exceptions to design review are non-historic single-family homes in the two Historic Conservation Districts, and all single-family residences in all other zoning districts. The hearing process for design review is the same for residential care facilities and special needs housing for persons with disabilities as for other residential projects. The City conducts an advertised public hearing and accepts written and verbal testimony. (For more information, please see the discussion on design review, page A-69).

The City's zoning and permit processes also allow for supportive services that are provided on-site, with no additional special conditions.

Building Codes

The City provides reasonable accommodation for persons with disabilities in the enforcement of building codes and the issuance of building permits through its flexible approaches to retrofitting or converting existing buildings and construction of new buildings that meet the shelter needs of persons with disabilities. Benicia implements the 1998 California Code, which incorporates and amends the 1997 Uniform Building Code (UBC). There are no building codes peculiar to Benicia above and beyond the CBC. Should the State of California adopt the 2000 International Building Code, Benicia will implement the provisions of that Code. Until that time, the 1997 UBC/1998 California Code will be the applicable Code the City is required to enforce under state law. The City has not made amendments to the Code that would diminish the ability to accommodate persons with disabilities. Benicia also recognizes the State Historic Building Code as a way to allow greater flexibility in the rehabilitation of historic buildings in association with accommodating persons with disabilities.

Interior conversions of residential or commercial structures to accommodate disabled persons may require a building permit, which is a ministerial action and can be issued over the counter by City staff. Activities requiring a building permit would include conversion of a tub to a shower, and hallway or doorway widening. Examples of items not requiring a use permit would be lowering countertops.

If a building permit is required it would typically be issued in one day. If an applicant requested a fee waiver, it would need to be reviewed and approved by the City Council as City staff is not authorized to issue fee waivers. In order to expedite such a matter, the applicant could pay the fee upfront, process the building permit, and proceed with the improvements. In the meantime, staff could prepare the necessary report for submittal and approval by the Council. Such an item would

typically appear on the consent calendar, and would not require a public hearing. Based on research with Building Department personnel, there have been no instances in the last 15 years in which a request for internal upgrades to accommodate a disabled resident or worker created hardship on the applicant, or significantly delayed issuance of a building permit (*Conversation with Harvey Higgs, Chief Building Official, January 13, 2003*).

Universal Design Element

The City has not adopted a universal design ordinance governing construction or modification of homes using design principles that allow individuals to remain in those homes as their physical needs and capabilities change. A recently chaptered bill, AB 2787, requires HCD to develop guidelines and a model ordinance consistent with the principles of universal design. Rather than attempt to “reinvent the wheel,” Benicia will consider the model ordinance prepared by the State of California before adopting its own ordinance.

Accessory Dwelling Units

An accessory dwelling unit is a second living unit located on an existing residential lot often referred to as “granny” or “mother-in-law” units. The purpose of an accessory dwelling unit is to provide a small, self-contained living unit that can be used by a family member or as a rental unit. An accessory dwelling unit can be proposed for construction on any lot that is zoned for residential use and on lots zoned OS (Open Space District) if there is an existing single-family dwelling. Second units are subject to the approval of a conditional use permit under the provision of the use permit requirements (Chapter 17.104 Benicia Zoning Ordinance). Use permits for accessory dwelling units are approved under the following conditions.

1. The dwelling conforms to the design and development standards (see below) for accessory dwelling units.
2. The accessory unit maintains the scale of adjoining residences and is compatible with the design of existing dwellings.
3. At least one of the two residences on the lot must be owner-occupied.
4. Public utility and services including emergency access are adequate to serve both dwellings.
5. There must be at least three parking spaces provided (one of the spaces must be covered and one of the spaces must be designated for the accessory unit).

Accessory dwelling units can be constructed in one of three different ways: 1) within an existing single-family residence, 2) as an addition to an existing single-family residence, or 3) as a detached unit on the same lot as an existing single-family residence.

The following is a description of the development standards for the above three types of accessory units:

- A unit constructed fully within a residence must contain at least 220 square feet of floor area, but should not contain more than 35 percent of the heated floor area of the existing dwelling, or 800 square feet, whichever is less. Thus, if one has a 1,500 square foot house, up to 525 square feet of the home could be converted into an accessory dwelling unit. An implication of the City's standard for maximum square footage is that second units are limited to large one-bedroom or small two-bedroom units. The model development guidelines contained in state law (California Government Section 65852.2) permit second units sizes of up to 1,200 square feet. Given the City's predominantly small dwelling unit and lot sizes, Benicia does not believe that 1,200 square feet is an appropriate size for a second unit, and could result in the construction of three-bedroom second units. It would be difficult, if not impossible, to provide additional parking for occupants of a three-bedroom second unit on many, if not most, single-family lots in Benicia. The 800 square-foot allowance should be sufficient to construct second units for individuals and small families.
- A unit that is constructed as an addition or attachment to an existing residence must contain at least 350 square feet of floor area, but not more than 50 percent of the heated floor area of the existing residence, or 800 square feet, whichever is less. Thus, if one has a 1,500 square foot house, an addition containing up to 750 square feet could be constructed as an accessory dwelling unit.
- A detached accessory dwelling unit that is structurally independent of the existing residence may only be constructed on lots containing 6,000 square feet or more. The minimum size for a detached unit is 350 square feet, and the maximum size is equal to up to 60 percent of the heated floor area of the existing residence, or 800 square feet, whichever is less. Thus, if one has a 1,500 square foot house on a 6,000 square foot lot, an 800 square foot detached accessory dwelling unit could be built (60 percent of 1,500 is 900, so the 800 square foot maximum would apply). Although the minimum lot size requirement for a detached second unit could restrict this option on many existing single-family lots, the options permitted by the City for attached second units (which are permitted regardless of lot size) are sufficient to mitigate this potential constraint.

The requirements described provide for accessory dwellings in a variety of situations and are not considered a constraint to the development of secondary housing in Benicia. Since the early 1990s, approximately two accessory dwelling units have been constructed annually in Benicia; however, the City has never denied an application and supports the construction of accessory dwelling units as a form of housing. It is not known why more property owners have not come forward with applications for second units.

The City is proposing a program (see Program 1.06) in the Housing Element to amend the Zoning Ordinance to permit second units, by right, in all residential districts, subject to administrative staff review for conformance with applicable zoning standards. As part of this program the City would adopt a process for existing property owners without legally conforming second units to bring their second unit into compliance to the City's zoning and building standards. The objective of the process will be to encourage compliance rather than penalize property owners.

Manufactured Home and Mobile Home Park Standards

State law limits the extent to which cities and counties can regulate the installation of manufactured homes, including mobile homes. Government Code Section 65852.3 requires that cities allow installation of certified manufactured homes on foundation systems on lots zoned for conventional single-family residences. This section and Government Code Section 65852.4 generally require that manufactured homes be subject to the same land use regulations as conventional homes.

Government Code Section 65852.7 deems mobile home parks to be a permitted use in all areas planned and zoned for residential uses.

The City's Zoning Ordinance allows single manufactured homes on permanent foundations by right on lots in all residential districts (RS, RM, RH), in the Open Space District, in an Industrial District as caretaker housing (Section 17.70.280). The minimum lot area for a mobile home park is four acres. Mobile home parks are allowed based on the approval of a Planned Development (PD) District plan (Benicia Zoning Ordinance, Chapter 17.44).

The following is a summary of key provisions of the Zoning Ordinance applicable to the use of manufactured homes in Benicia:

- Manufactured homes are not allowed as a second or additional unit on an already developed lot (except for a caretaker's quarters in an Industrial District) or on lots in the Historic Overlay District.
- Manufactured homes must be built on a permanent foundation.
- The unit's skirting must extend to the finished grade.
- Exterior siding must be compatible with surrounding structures.
- The roof must be made of concrete or asphalt tile, shakes, or shingles.
- The roof must have eaves or overhangs of not less than one foot.

Benicia's Zoning Ordinance also has a provision for possible mobile home park conversions in the City (Chapter 17.94). The purpose of the mobile home park conversion ordinance is to ensure that any conversion of a mobile home park to other uses is preceded with adequate notice, and that relocation and other assistance for park residents follows the conversion. A relocation plan for tenants of the mobile home park must be submitted to the Planning Commission for approval as part of the application for conversion.

Parking Requirements

All residences are required to have on-site parking subject to Chapter 17.74 of the Benicia Zoning Ordinance. The number of parking spaces required per dwelling unit is dependent upon the type of residential use. Table A-47 provides the required parking spaces necessary for residential development. A use permit may be approved reducing the number of parking spaces to less than the number specified in Chapter 17.74, Section 17.74.030, provided that the following findings are made by the Planning Commission:

1. the parking demand will be less than the requirement in Schedule A and B of Section 17.74.030; and
2. the probable long-term occupancy of the building or structure, based on its design, will not generate additional parking demand.

In reaching a decision, the Planning Commission will consider survey data submitted by an applicant or collected at the applicant's request and expense.

A review of the City's parking requirements concludes that the requirement of parking is not excessive and does not act as constraint to the production of affordable housing. The parking ratios required by Benicia are below what most other non-central city communities require and cannot be reduced much further without creating significant on-street parking demand. Because public transit is not as available in Benicia compared to other, more centrally located communities, and most

Benicians must commute to jobs in other communities, private auto ownership is a necessity for most households.

Table A-47

Residential Parking Requirements

Use Type	Required Parking Spaces	Covered Space Requirement	Guest Parking Requirement
Accessory Dwelling Unit	1 space	None	None
Single-family Residential Unit	2 spaces	1 space	None
Multi-family Residential Unit (Studio)	1.2 spaces per unit	None	None
Multi-family Residential Unit (1- or 2-bedroom)	1.5 spaces per unit	None	None
Multi-family Residential Unit (3+ bedrooms)	2 spaces per unit	1 space	None
Senior Citizens Housing ¹	.5 space per unit	None	None
Live/Work Quarters	1 space per unit	None	None

Source: Benicia Zoning Ordinance, July 2002.

¹Number of spaces required may be increased subject to findings of Section 17.74.050 of the Benicia Zoning Ordinance.

Historic Preservation

To protect Benicia's stock of historic and architecturally significant structures, the City adopted a Historic Overlay District (H) as part of the Benicia Zoning Ordinance (Chapter 17.54). Regulations are designed to provide demolition and design review (Section 17.54.100), maintenance of structures and premises (Section 17.54.120), and to have an historic district conservation plan prepared for potential overlay areas (Section 17.54.060).

Two plans have been prepared as part of an implementation program for the Historic Overlay District ordinance: the Downtown Historic Conservation Plan (1990, amended 1992) and the Arsenal Historic Conservation Plan (1993).

The purpose of these plans is to:

- implement the City's General Plan policies regarding historic preservation,
- deter demolition, destruction, alteration, misuse, or neglect of historic or architecturally significant buildings,
- promote the conservation, preservation, protection, and enhancement of each historic district,
- stimulate the economic health and residential quality of the community, and
- encourage development tailored to each historic district.

Given the quality of Benicia's historic and architecturally significant building stock, and the contribution of these structures to the quality of life in Benicia, the City considers its historic preservation policies and regulations both appropriate and reasonable. Regulations are limited to two areas in Benicia, and as such, these regulations do not pose an unreasonable constraint to the development of housing in the community.

Design Review

Chapter 17.108 of the City's Zoning Ordinance describes the process for design review in Benicia. The design review process ensures that new development will be consistent with the City's General Plan policies through preserving natural landforms and existing vegetation, protecting views, and promoting compatible architectural designs. The City's Zoning Ordinance is very explicit as to the guidelines and procedures that must be followed during the design review process. This clarity of language gives the applicant certainty that if the guidelines and procedures in the Zoning Ordinance are followed correctly, a successful design review process will be the outcome.

Nearly all projects that involve new construction, exterior alteration, repainting, and additions require design approval by the City prior to issuance of a zoning permit. The only exceptions to design review are non-historic single-family homes in the Downtown Historic Conservation District, and all single-family residences in all other zoning districts, except the Arsenal Historic Conservation District. In the Downtown Commercial (CD) District and Historic (H) zoning districts, design approval is required for all projects that involve demolition, construction, or changes in exterior colors or materials, which includes alterations to historic residences in the H District. Architecture, site plans, landscaping and parking are all considered in the design review process, which can take place concurrently with other discretionary permit applications.

Design review in the City of Benicia consists of two steps. The first step is an optional pre-application review discussion between the project sponsor and planning staff to: (1) help the project sponsor understand the design guidelines; (2) establish design criteria applicable to the site and use; and (3) answer any questions the project sponsor may have. The second step is actual review of the project by either the Design Review Commission or Administrative Review conducted by the Community Development Director (see below for details).

Administrative Design Review takes 4 to 6 weeks, while the Design Review Commission takes 6 to 8 weeks. Applicants are strongly encouraged by the City to meet with members of the Public Works and Fire departments during the pre-application process to identify pertinent issues.

The Design Review Commission reviews the following projects:

- projects involving 2,500 square feet or more of floor area (other than single-family homes) in the General Commercial (CG), Community Commercial (CC), Waterfront Commercial (CW), Commercial Office (CO), Medium-Density Residential (RM), High-Density Residential (RH), Industrial Park (IP), Open Space (OS), and Planned Development (PD) districts;
- historic single-family homes in the Historic Overlay (H) District (the Commission follows the design policies and guidelines of the Downtown and Arsenal Historic Conservation Plans); and
- projects (except non-historic single-family homes) in the CD District, including demolitions of historic buildings.

The Design Review Commission holds a public hearing to consider project plan applications and will approve, conditionally approve, or disapprove an application. Decisions of the Design Review Commission are final; however, decisions may be appealed to the Planning Commission.

The Community Development Director (Administrative Review) is responsible for design review of the following projects:

- projects involving less than 2,500 square feet of floor area (other than single-family homes) in the CG, CC, CW, CO, RM, RH, IP, OS, and PD districts;

- projects of any size in the General Industrial (IG), Limited Industrial (IL), and Water-Related Industrial (IW) districts;
- paint color changes in the above categories, as well as in the CD District; and
- non-historic single-family homes in the Downtown and Arsenal Historic Conservation District.

No public meeting is required for design review by the Community Development Director. Plans are reviewed by a staff member, who recommends approval, conditional approval, or disapproval of the plans. The Community Development Director's decision is made within thirty working days of the acceptance of an application as complete. The Community Development Director's decision may be appealed to the Design Review Commission.

Based on an analysis of evidence and documentation, Benicia's design review process does not act as a constraint to the development of affordable housing. The City does not take an excessive amount of time in processing design review applications, nor do they require costly building materials. Design review is also frequently conducted concurrently with other processing procedures to expedite the development permit process even further.

ENERGY CONSERVATION OPPORTUNITIES

GENERAL DESIGN STANDARDS

There are many opportunities for conserving energy in new and existing homes. New buildings, by design, can easily incorporate energy efficient techniques into the construction. According to the Department of Energy, the concept of energy efficiency in buildings is the building envelope, which is everything that separates the interior of the building from the outdoor environment: the doors, windows, walls, foundation, roof, and insulation. All the components of the building envelope need to work together to keep a building warm in the winter and cool in the summer.

Constructing new homes with energy-conserving features, in addition to retrofitting existing structures, will result in a reduction in monthly utility costs. There are many ways to determine how energy efficient an existing building is and, if needed, what improvements can be made. Examples of energy conservation opportunities include installation of insulation and/or storm windows and doors, use of natural gas instead of electricity, installation or retrofitting of more efficient appliances and mechanical or solar energy systems, and building design and orientation which incorporates energy conservation considerations.

Many modern building design methods are used to reduce residential energy consumption and are based on proven techniques. These methods can be categorized in three ways:

1. Building design that keeps natural heat in during the winter and keeps natural heat out during the summer. Such design reduces air conditioning and heating demands. Proven building techniques in this category include:
 - location of windows and openings in relation to the path of the sun to minimize solar gain in the summer and maximize solar gain in the winter;
 - use of “thermal mass,” earthen materials such as stone, brick, concrete, and tiles that absorb heat during the day and release heat at night;
 - use of window coverings, insulation, and other materials to reduce heat exchange between the interior of a home and the exterior;
 - location of openings and the use of ventilating devices that take advantage of natural air flow (particularly cool evening breezes);
 - use of eaves and overhangs that block direct solar gain through window openings during the summer but allow solar gain during the winter; and
 - zone heating and cooling systems, which reduce heating and cooling in the unused areas of a home.
2. Building orientation that uses natural forces to maintain a comfortable interior temperature. Examples include:
 - north-south orientation of the long axis of a dwelling;
 - minimizing the southern and western exposure of exterior surfaces; and

- location of dwellings to take advantage of natural air circulation and evening breezes.
3. Use of landscaping features to moderate interior temperatures. Such techniques include:
- use of deciduous shade trees and other plants to protect the home;
 - use of natural or artificial flowing water; and
 - use of trees and hedges as windbreaks.

In addition to natural techniques, a number of modern methods of energy conservation have been developed or advanced during the present century. These include:

- use of solar energy to heat water;
- use of radiant barriers on roofs to keep attics cool;
- use of solar panels and other devices to generate electricity;
- high efficiency coating on windows to repel summer heat and trap winter warmth;
- weather-stripping and other insulation to reduce heat gain and loss;
- use of natural gas for dryers, stovetops and ranges;
- use of energy efficient home appliances; and
- use of low-flow showerheads and faucet aerators to reduce hot water use.

Natural space heating can be substantially increased through the proper location of windows and thermal mass. Use of solar panels can generate 1,000 watts of electricity on a sunny day. This can constitute more than enough power for daily residential operations.

APPENDIX B: EVALUATION OF THE 1994 HOUSING ELEMENT

An important aspect of the Housing Element is an evaluation of achievements under the policies and implementation programs included in the previously adopted Housing Element. The evaluation provides valuable information on the extent to which programs have been successful in achieving stated objectives and addressing local needs, and to which these programs continue to be relevant to addressing current and future housing needs in Benicia. The evaluation provides the basis for recommended modifications to policies and programs and the establishment of new objectives in the Housing Element.

The program text for each of the City's 1994 Housing Element Implementation Programs is reproduced below, along with the overall goal statement. The complete evaluation and analysis of the City's achievements follows in *italics*, along with the City's recommendations for the continuance of the implementation programs in the 1999 – 2006 Housing Element.

Goal 1: To improve the institutional framework for the provision of affordable housing.

Program 1.01

The City will work cooperatively with the Housing Authority to coordinate affordable housing activities and implement the policies and programs of the Housing Element.

Achievements:

The City continues its ongoing relationship with the Benicia Housing Authority, which operates as an independent arm of the City through a Memorandum of Understanding. With assistance from the Housing Authority, the City has successfully applied for three Community Development Block grants and two Technical Assistance Grants.

Accomplishments related to working with the Housing Authority under these various grants are indicated in the following table.

Table B-1

GRANT	AMOUNT	ACCOMPLISHMENTS RELATED TO WORKING WITH THE HOUSING AUTHORITY
1994 – CDBG	\$500,000	Funded 12 loans resulting in the rehabilitation of 11 single-family homes and a 28-unit apartment building. A total of 45 very low- and 34 low-income persons benefited from this grant. Four of the assisted households were headed by senior citizens, two were disabled, and 12 were female-headed households.
1998 – CDBG	\$500,000	- Funded three rehabilitation projects, which improved 42 units, benefited 18 physically challenged individuals, 35 female head of households and 32 households with incomes at or below the very low-income threshold. - Provided \$99,250 for soft costs for a 12-unit homeownership project for low and very low-income households. - Completed roofing and heating system-related improvements to Casa Vilarrasa, a low-income senior housing facility.
1999 – CDBG	\$500,000	Paid for a portion of the Casa Vilarrasa heating improvements
1999 – TA	\$35,000	Funded site studies for a 56-unit rental housing project affordable to very low-income households. This project is now entitled, and funding is almost secured.
2000 – TA	\$35,000	Funded data collection on households with special needs, a housing conditions survey, and a conversion analysis of a 75-unit publicly owned housing development (Capitol Heights). The conversion analysis is required by law to evaluate the benefit, if any, of converting it to tenant-based assistance.

Source: City of Benicia, August 2002.

Recommendations:

City recommends continuation of this program with language modifications that focus on non-CDBG related projects. (See Program 1.01 of the 1999 – 2006 Housing Element).

Due to administrative and financial constraints, the Housing Authority will no longer be participating with the City in any CDBG-funded projects. If the City wishes to pursue future CDBG grants, it will need to seek other staff resources to write proposals and administer any funded projects. The City will continue to work cooperatively with the Housing Authority on other affordable housing issues, such as continuance of the Section 8 program, maintenance of a publicly owned housing development, maintenance of the Casa Vilarrasa senior housing development, and assisting non-profit housing developers on new construction projects.

Program 1.02

The City will establish an ongoing relationship with non-profit housing developers to facilitate development of affordable housing projects in Benicia.

Achievements:

The City has successfully entered into partnership with three non-profit housing developers since adoption of the previous Housing Element: Habitat for Humanity, Solano Affordable Housing Foundation, and Affordable Housing Affiliation. This partnership has or will result in the construction of 70 units affordable to low and very low-income households. The specific projects are: Hearthstone, 12 ownership units; Habitat for Humanity, 2 ownership units; and Rockridge, 56 rental units.

Recommendations:

City recommends continuation of this program. (See Program 1.02 of the Housing Element).

Program 1.03

The City will encourage the Benicia Housing Authority to initiate a local Article 34 election allowing for the construction of additional low- and very low- income housing units.

Achievements:

The Benicia Housing Authority has not initiated a local Article 34 election due to local public opposition to new affordable housing stimulated by a lawsuit by Legal Services of Northern California. However, the Authority has still promoted development of affordable housing through other means.

Most notably, the Housing Authority purchased a 40-unit senior housing project at a foreclosure sale using its own funds and a temporary loan from the City. Twelve of the senior units were reserved for low and very low-income residents over 60. The Authority not only saved the 12 affordable units, but it has rented the remaining 28 market-rate units exclusively to very low-income seniors through the Section 8 Housing Voucher program.

The Authority also recruited a non-profit organization to purchase and prepare plans to develop a three-acre site next to its own property with 56 new affordable housing units. The non-profit has site control and has obtained all its design and planning approvals. The Authority has supported the project by providing CDBG planning grant assistance to conduct preliminary feasibility studies and has applied for a \$1.4 million low-interest loan to help with financing. The non-profit is currently preparing an application for tax-credits with financial help from the CDBG planning grant.

In a third instance, the Housing Authority has committed Section 8 Home Ownership subsidies to families purchasing units in a new 12-unit mutual self-help affordable housing project being developed by another non-profit. The Authority's Section 8

subsidies substantially improved the financial feasibility of the project.

Finally, the Housing Authority Commission has approved a policy authorizing the project basing of Section 8 Vouchers, which may be used in the future to promote additional affordable housing development. The Hearthstone project (12 ownership units affordable to low and very low households) will be the first project in Benicia to utilize the new Section 8 Homeownership Program.

Recommendations:

The specific goal of passing an Article 34 referendum should be replaced with a broader, more flexible goal of promoting construction of additional low- and very low-income housing through providing technical assistance and financial support to non-profit housing developers that are not subject to Article 34 restrictions.

City recommends continuation of this program with language modifications. (See Program 2.07 of the 1999 – 2006 Housing Element).

Goal 2: To the extent feasible, remove governmental constraints on the production of housing.

Program 2.01

The City will design and implement a fast-track processing procedure for housing projects affordable to low- and moderate-income households.

Achievements:

City staff currently does a number of things to expedite rapid processing of affordable housing projects, including the following:

- conducts PRG (Project Review Group) review of such projects on an as-needed basis (i.e., holds special meetings if necessary; the PRG consists of representatives from Community Development and Engineering departments);
- conducts one or more “pre-application” meetings with applicants to provide important information about processing and alert the applicant to any issues that they should be aware of;
- provides “extra-ordinary” assistance to the applicant with the logistics of processing an application including procuring environmental professionals, defining scopes of work for any professional needed, conducting regular meetings to assist the project in moving forward, working with local lending institutions to support the applicant in procuring necessary financing; and
- grants staff-level approvals whenever possible, thereby alleviating the need for time-consuming public hearings.

It should be noted that most affordable housing projects in Benicia face extreme public controversy, despite staff efforts to educate the citizenry about affordable housing. This controversy can sometimes lengthen the review process.

Recommendations:

City recommends continuation of this program. (See Program 1.03, #1 of the 1999 – 2006 of the Housing Element).

Program 2.02

The City will amend its Zoning Ordinance to reduce the standards for minimum lot size for detached second units from a minimum 10,000 square feet to 7,000 square feet and allow for the waiver of the requirement for covered parking for projects that include affordable units.

Achievements:

Section 17.70.060 C.1.c of the zoning ordinance was amended in 1999 to allow detached second units on lots of 6,000 square feet or larger, thereby reducing the minimum lot size below the stated objective of 7,000 square feet.

Section 17.70.060 C.4 of the zoning ordinance was also amended in 1999 to eliminate the requirement for covered parking for an accessory dwelling unit.

Recommendations:

City recommends discontinuation of this program, as it has been implemented.

Program 2.03

The City will amend its Zoning Ordinance to conform to State law as it pertains the regulation of manufactured housing, mobile home parks, and density bonus provisions.

Achievements:

Section 17.70.280 was amended in 1992 to conform to State law regarding manufactured housing and mobile home parks. A change to Section 17.70.270 was drafted but never submitted for City Council review.

Recommendations:

City recommends replacement of program 2.03 with language to amend Section 17.70.270 of the zoning ordinance (density bonus) to conform to State law. (See Program 1.04, #3 of the 1999 – 2006 Housing Element).

Program 2.04

The City will amend its permit fee schedule as it affects small, attached single-family dwellings to achieve parity with development fees for other types of housing.

Achievements:

The City reduced its fees for smaller, single-family units by 50 percent of what is assessed for a typical single-family dwelling. There are some fees over which the City has no control: school impact fees and the Solano County Impact fee. If a smaller, single-family unit is affordable to low or very low-income persons, the City routinely waives and/or defers fees.

Recommendations:

City recommends amending program 2.04 to state City will continue to impose its adopted, reduced fee schedule for smaller, single-family units, and will continue, on a case-by-case basis, to waive and/or defer such fees if the unit is affordable to low- or very low-income households. (See Program 1.03, #2 and #5 of the 1999 – 2006 Housing Element).

Program 2.05

The City will reduce or waive certain development fees, portions of fees, or combinations of fees for any project that constructs affordable housing units pursuant to (or in excess of) the requirements of Policy 3.03/Program 3.03.

Achievements:

The City routinely waives or defers fees for affordable housing projects. To date, the City has waived or deferred the following fees:

- | | |
|-------------------------|--|
| 1. Habitat for Humanity | <ul style="list-style-type: none">• 2 units• waived and deferred fees: \$18,900• City-owned donated land, valued at \$130,000• Total: \$135,280 |
| 2. Hearthstone | <ul style="list-style-type: none">• 12 units• waived and deferred fees: \$284,075• additional loan of: \$96,000• Total: \$380,075 |

Other affordable projects in the pipeline that the City intends to waive/defer fees include Bay Ridge (50 low- and very low-income units), Rockridge (56 low-income units) and 8–10 units on a City-owned parcel. The combined value of fee waivers and deferrals, and the value of donated land for these projects is \$3,752,910. This demonstrates the City's strong commitment to facilitating the production of affordable housing.

In 1999, wording was drafted to add Section 1.20.04 of the Code to codify what the City already does in practice in terms of waving or deferring fees. However, the wording was not brought before the Council.

Recommendations:

City recommends revision to program 2.05 to add language that Chapter 1.20 of the Benicia Municipal Code will be amended to include language permitting the City Council to waive or reduce fees when a project provides affordable housing units. (See Program 1.03, #3 of the 1999 – 2006 Housing Element).

Program 2.06

The City will amend its Zoning Ordinance to establish a procedure by which the decision-making body is able to reduce certain development standards for any project that constructs affordable housing units pursuant to (or in excess of) the requirements of Policy 3.03/Program 3.03.

Achievements:

A proposal to amend certain sections of the zoning code to allow for deviations to any development standards in any zoning district permitting residential development was drafted by staff but not brought before the Council.

Recommendations:

City recommends continuation of this program. (See Program 1.04, #4 of the 1999 – 2006 Housing Element).

Program 2.07

The City will amend its Zoning Ordinance to clarify that the restriction on the number of boarders in single-family residences does not apply to Limited Residential Care, which is allowed by right in the Single-family zone.

Achievements:

Language to clarify the applicable zoning section was drafted by staff in 1999 but this item was not brought forward for Council review.

Recommendations:

City recommends continuation of this program. (See Program 1.04, #5 of the 1999 – 2006 Housing Element).

Goal 3: To ensure development of an adequate supply and mix of new housing to meet future housing needs.

Program 3.01

The City will initiate rezoning of suitable low- and medium-density residential parcels for high-density residential use. The first parcels targeted for rezoning will be those listed in Tables 1 and 2 (pp. H-18, H-19) with owners interested in such rezoning, together with City-owned properties.

Achievements:

Although one parcel was rezoned to high density, the City has chosen to pursue a more direct approach to meeting its affordable housing needs. The City has developed an “Affordable Housing Strategy” and entered into an agreement with a non-profit group to create affordable units. This strategy is discussed under the response to Program 3.09. In addition, the City has facilitated three affordable housing projects by waiving or deferring fees and donating land in the amount of \$3.7 million. These projects are discussed under the response to Program 2.05.

Recommendations:

City recommends discontinuation of this program, as the City currently has sufficient land zoned to meet its ABAG Fair Share Housing Allocation for the 1999 – 2006 planning period. Further, the City believes rezoning land, in and of itself, does not produce affordable units and instead has chosen to embark on a path of forming partnerships with developers and affordable housing groups to actually construct units.

Program 3.02

The City will initiate rezoning of the commercial parcels in the Arsenal area, listed in Tables 1 and 2 (pp. H-18, H-19), to provide for high-density residential use.

Achievements:

See discussion under Program 3.01

Recommendations:

City recommends discontinuation of this program. See discussion under Program 3.01.

Program 3.03

The City will adopt an affordable housing program ordinance requiring new residential projects of 10 or more units, to include affordable housing, or, at the developer’s election pay in-lieu fees, donate developable land, or provide an alternative in-lieu contribution package acceptable to the City. A formula to determine the appropriate amount of in-lieu contributions will be included within the ordinance.

Achievements:

The City adopted an Inclusionary Housing Ordinance in November 2000. While the ordinance does allow for in-lieu options, it is very strongly worded so that this option is a "last resort." It is the City's intent to encourage the actual production of affordable units, not the selection of in-lieu options. The City did not include a formula for calculating in-lieu fees within the ordinance, since a workable formula could not be devised within the stipulated timeframe for drafting and receiving Council approval of the ordinance. Also City staff does not believe that a formula belongs in an ordinance, but should be a separate item.

Recommendations:

City recommends continuation of this program with language modifications that state City will continue to implement its Inclusionary Housing Ordinance. (See Program 2.01 of the 1999 – 2006 Housing Element).

Program 3.04

The City will establish a housing trust fund to be funded by in-lieu fees and CDBG funds. This fund will be used to support affordable housing activities such as an equity share program, site acquisition, write down of land costs, subsidization of rents and mortgages, site improvement, and provision of collateral for development loans.

Achievements:

Section 2K5 of the Inclusionary Ordinance requires the establishment of an Affordable Housing Trust Fund. The City Finance Department will establish an account once funds are available for deposit. To date, no development projects have been of a sufficient size to trigger the Inclusionary Housing Ordinance. Also, as stated above, it is the City's intent to encourage the actual production of affordable units, not the selection of an in-lieu option. The City does currently maintain a CDBG Revolving Loan Fund and an Affordable Housing Trust Fund, which is financed by Casa de Vilarrasa II land lease payments.

Recommendations:

City recommends continuation of this program. (See Program 2.02 of the 1999 – 2006 Housing Element).

Program 3.05

The City will investigate establishment of an equity share program funded with inclusionary in-lieu fees and other Housing Trust Fund monies.

Achievements:

Since no project has been submitted to the City that would trigger the Inclusionary Ordinance, the City has not embarked on the research necessary to evaluate the effectiveness of an equity share program. If such a project were to come forward, and it

appeared the applicant would be pursuing an in-lieu fee option (instead of actually building the required affordable units), staff would begin researching an equity share program. As staff resources are divided among other high priority programs, there are no staff resources to undertake investigation of this program unless it appears to be a needed program. A better use of staff or consultant time may be to explore utilization of Revolving Loan Fund and Affordable Housing Trust Fund monies for an equity share program.

Recommendations:

City recommends continuation of this program with language modifications that focus on continuing to implement existing procedures. (See Program 2.03 of the 1999 – 2006 Housing Element).

Program 3.06

The City will require that moderate-income housing required under Policy 3.03 be priced affordable to households earning 90 percent or less of the area median income (as defined by HCD for that year).

Achievements:

The City's inclusionary ordinance requires that affordable housing be priced for low- and very low-income groups. The City has shifted its policy emphasis to these two income groups.

Recommendations:

City recommends discontinuation of this program. The City will now focus on low- and very low-income households.

Program 3.07

The City will require that low-income housing required under Policy 3.03 be priced affordable to households earning 65 percent or less of the area median income (as defined by HCD for that year).

Achievements:

See discussion above under Program 3.06.

Recommendations:

City recommends discontinuation of this program.

Program 3.08

The City will apply to the California Department of Housing and Community Development (HCD) for Community Development Block Grant (CDBG) funds under the Small Cities Program; a portion of these funds will be used for the development of new low- and very low-income housing (e.g., site acquisition and improvement).

Achievements

See response to Program 1.01

Recommendations:

City recommends continuation of this program with language modifications. Amend program 3.08 to remove reference to allocating specific uses for the CDBG funds. This could narrow the City's options for a successful application, which, by their nature, are highly competitive. The City of Benicia faces an additional challenge due to a low percentage of lower-income households residing within the community, which is one of the highest-ranking "point-getters" in the competitive CDBG grant process. (See Program 2.07 of the 1999 – 2006 Housing Element).

Program 3.09

The City will use its powers and revenues as necessary and appropriate to assemble parcels and sell at reduced costs, or contribute land to developers of lower-income housing projects.

Achievements:

The City has developed an Affordable Housing Strategy that brings together land donated by the City, a for-profit builder and a non-profit housing foundation. The City has entered into a formal agreement with the non-profit housing foundation to utilize the City's land assets to create affordable housing in Benicia. The strategy involves development of 10 rental units affordable to low-income households. In order to achieve these units, the City has donated land valued at \$180,000, deferred/waived fees in the amount of \$206,245 and provided an additional financial subsidy of \$600,000, for a total of \$ 986,245. The City uses fee deferrals as a more effective way to facilitate affordable housing.

Recommendations:

City recommends discontinuation of this program, as it has been implemented and there are limited opportunities for the City to engage in this type of partnership (i.e., essentially all developable, City-owned parcels have been utilized for the Affordable Housing Strategy). Remaining parcels either have substantial development constraints or are earmarked for other public purposes.

Program 3.10

The City will utilize funding techniques such as mortgage revenue bonds, mortgage credit certificates, and low-income tax credits for development of affordable housing for rental or ownership.

Achievements:

The City has not recently utilized these funding sources since it is extremely difficult for the City to be competitive, given its small size. However, in 2002, the City is working with a non-profit housing developer to establish mortgage revenue bonds. A TEFRA hearing was held in March of 2002 and a preliminary resolution was adopted by the City Council to move forward with the establishment of the bonds. The City is also partnering with this same developer on two tax credit applications, which were submitted in July 2002, and a HELP application (California Housing Finance Agency Program). The Benicia Housing Authority does re-issue Mortgage Credit Certificates (MCCs) to existing holders of MCCs when they refinance their loans.

Recommendations:

City recommends continuation of this program with language modifications that state the City will continue to utilize these resources and will also investigate joining up with other jurisdictions to access these funding sources. (See Program 1.09 of the 1999 – 2006 Housing Element).

Program 3.11

The City will investigate establishment of a real estate transfer tax as an additional source of funds for the housing trust fund.

Achievements:

The City retained the services of a housing consultant in 1999 to investigate a number of different programs, one of them being use of a real estate transfer tax as an additional source of funds for a housing trust fund. The City is currently assessing the maximum level of transfer tax fee allowed by law. Because the number of real estate transactions in the City is relatively low compared to other cities where more vacant land may be available or more development is in the pipeline, the study found that currently the City receives a relatively small amount of monies from real estate transfer tax fees (about \$90,000 annually) which go to the General Fund. The study concluded that there are other, more viable ways to augment a housing trust fund (e.g., developer fees, office/commercial development mitigation fees).

Recommendations:

City recommends discontinuation of this program.

Program 3.12

The City will annually investigate and apply for state, federal and/or private funds that are available to help construct or leverage the financing of lower-income housing projects or lower-income units within market-rate projects. In particular, the City will explore the availability of funding through California's share of the Home Investment Partnerships Program (HOME).

Achievements:

Since HCD "decertified" the City's housing element in 1993, the City has not been eligible for Home funds. However, the City has successfully applied for three CDBG block grant and two Technical Assistance grants (refer to discussion under Program 1.01.) Once the City has a Housing Element deemed in compliance with housing law, it will pursue HOME fund applications, as appropriate.

Recommendations:

City recommends continuation of this program in combination with Program 3.08 in the 1994 Housing Element. (See Program 2.07 of the 1999 – 2006 Housing Element).

Goal 4: To increase housing opportunities for lower-income renters and first-time homebuyers through the reduction of rental and ownership costs.

Program 4.01

The City will encourage the Benicia Housing Authority to expand its Section 8 Rental Assistance Program by applying to HUD for additional Section 8 vouchers.

Achievements:

The Housing Authority received three additional vouchers from HUD, but has not applied for additional Section 8 vouchers because, shortly after receiving the three new vouchers, the housing market tightened to such a degree that the Authority was unable to utilize the vouchers it already had. In response, the Authority has developed new marketing materials for the program and aggressively sought new landlords to participate. A combination of some easing in the housing market and more aggressive marketing efforts resulted in the Authority increasing its utilization rate from a low of 272 vouchers per month to a current 346 vouchers per month. The Authority is considering using Section 8 project basing as another way of increasing its utilization rate. The Authority also will be utilizing Section 8 rental vouchers for two affordable rental projects (Rockridge and Bayridge) totaling 106 units.

Recommendations:

Once the Authority has recovered its market share and increased its utilization rate up to the HUD threshold of 97 percent it should apply for additional vouchers to help support

the new affordable housing that will be constructed over the next two years.

City recommends continuation of this program with language modifications that state the City will continue to support the Housing Authority's expansion of its Section 8 homeownership programs. (See Program 3.06 of the 1999 – 2006 Housing Element).

Program 4.02

The City may use its powers to issue mortgage revenue bonds to subsidize first-time homebuyers.

Achievements:

See discussion under Program 3.10.

Recommendations:

City recommends continuation of this program with language modifications to include the concept of joining together with a consortium. (See Program 1.09 of the 1999 – 2006 Housing Element).

Program 4.03

The City may institute a shared living program that aims at bringing together persons with special housing needs, including single parents and elderly persons, to share living accommodations and housing costs.

Achievements:

The City retained the services of an outside consultant to conduct an investigation into shared living programs, and how they might apply to Benicia. The study found a Hayward-based group that contracts with several Bay Area cities to provide shared living services. A shared living program was attempted in San Ramon, a fairly affluent city, and it failed, due to homeowner disinterest. If Benicia were to pursue such a program, it would need to retain the services of outside consultant to coordinate the program, as the resource requirements extend beyond what the City's current staff could handle.

Recommendations:

City recommends continuation of this program with language modifications that describe how the City would facilitate such a program. (See Program 3.04 of the 1999 – 2006 Housing Element).

Goal 5: To ensure the availability of adequate facilities to shelter the homeless, those in need of transitional housing, and others with special needs.

Program 5.01

The City will apply for funds through the Stewart B. McKinney Homeless Assistance Act and other appropriate federal and State programs and contribute these funds to a regional effort with other jurisdictions in Solano County to maintain adequate facilities at regional facilities sufficient to shelter all homeless persons in Solano County.

Achievements:

The Benicia Housing Authority and the Community Action Council (CAC) have sent representatives to the County's Continuum of Care planning group. The County now applies for Stewart B. McKinney funds on a county-wide basis after evaluating needs and proposals from participating agencies and jurisdictions. The CAC has been awarded funds through this process to support their One-Stop Center in Benicia.

Recommendations:

City recommends continuation of this program with language modifications that state the City will continue to work to support the County in applying for Stewart B. McKinney and other appropriate federal and state programs aimed at providing for homeless persons in Solano County. (See Program 3.08 of the 1999 – 2006 Housing Element).

Program 5.02

The City will develop a transitional housing program in coordination with the Benicia Community Action Council to provide services to persons in Benicia in need of transitional housing.

Achievements:

The City retained the services of an outside consultant to investigate establishment of a transitional housing program in Benicia. Currently the City contracts with Community Action Council (CAC) to provide comprehensive services for the homeless, including employment counseling, education, job training, job development and placement, housing assistance, substance abuse counseling and referral, and other similar services.

CAC identified four issue areas with providing services to persons in transition:

- 1. better transportation links to employment both within and without Benicia,*
- 2. permanent affordable housing in Benicia,*
- 3. decreasing numbers of landlords willing to accept Section 8, and*
- 4. limited emergency shelter in Benicia.*

In a report prepared for Council, but never presented, staff made five recommendations, four of which have already been accomplished.

- *Work with the Benicia Housing Authority and experienced non-profit developers to increase affordable rental housing in Benicia. (Accomplished. Two low- and very low-income projects are in the development pipeline which will result in 106 affordable rental units).*
- *Continue to fund CAC. (Accomplished. The City procured two CDBG block grants, portions of which funded services provided by CAC, including the creation of a job training kitchen).*
- *Support CAC's efforts to obtain federal funds. (Accomplished. The City prepares letters of support at the request of CAC when applying for funds in conjunction with the Solano County Continuum of Care Collaborative).*
- *Encourage Housing Authority to utilize new flexibility in Section 8 Voucher program. (Accomplished. See response to Program 4.01).*

The remaining item (working with the Housing Authority and non-profit developers to acquire/rehabilitate transitional housing) has not been accomplished. The City believes it is far more important to create permanent housing, than temporary housing, and has focused its efforts on the former.

Recently the City amended its transit routes and has installed the "Benicia Rocket Line," which goes directly from downtown Benicia to the Industrial Park area.

Recommendations:

City recommends continuation of this program with language modifications to continue working with the above groups to create permanent housing, and working specifically with CAC to provide transitional housing. (See Program 3.01 of the 1999 – 2006 Housing Element).

Goal 6: To improve the existing housing stock.

Program 6.01

The City will apply as appropriate to the California Department of Housing and Community Development (HCD) for funding for the rehabilitation of low- and moderate-income housing. HCD programs to be considered include:

- 1) Proposition 77 and 84 low-interest loans: these funds can be used to purchase and rehabilitate underutilized non-residential structures for use as very low- and low-income rental housing.**
 - *Proposition 77 funds have not been available for years and Proposition 84 funds are only available now on a very limited basis for migrant housing.*

- 2) **Deferred Payment Rehabilitation Loan Program:** these funds can be used to rehabilitate low- and moderate-income housing.
 - *This program is no longer active.*
- 3) **Special User Housing Rehabilitation Program:** these funds can be used to rehabilitate substandard rental units for the elderly and for group housing for the physically, developmentally, or mentally disabled.
 - *This program is no longer active.*
- 4) **California Self-Help Housing Program:** these funds can be used to assist low-income families in the rehabilitation of their own homes.
 - *This program is still active. However, the Affordable Housing Affiliation is using a more attractive self-help housing program through CHFA to develop its Hearthstone project.*
- 5) **Community Development Block Grant Program--Small Cities Program:** these funds can be used to assist low-income families in the rehabilitation of their own homes.
 - *This program is still active.*

Achievements:

The City received \$250,000 from the 1998 CDBG program to provide rehabilitation loans to low-income property owners. The money was used to make accessibility improvements to the house of a low-income disabled woman, to rehabilitate a historic structure owned by a low-income home owner, and to replace the roof and heating systems in a 40-unit low-income senior housing apartment building. The City also revised its program guidelines to make the program more attractive in view of current escalating construction costs and is utilizing the repayments from old loans (program income) to make new loans to low-income homeowners. In recent years, two homes and a four-plex have been rehabilitated using program income. Although the City had some success in securing rehabilitation loans, it required monumental staff efforts to find private homeowners or landlords who were willing to participate in the program. Escalating real estate prices in Benicia, as well as California at large, fueled this reluctance. Landlords are particularly reluctant to agree to the income restriction agreements that must be entered into if rehabilitation funds are utilized for their property. The City expects this trend to continue in Benicia, and will be focusing its future efforts in other areas that will assist lower income homeowners and renters.

Recommendations:

City recommends continuation of this program with language modifications that to refer to HCD funding programs that assist with other areas of housing assistance for lower income households. (See Program 2.07 of the 1999 – 2006 Housing Element).

Program 6.02

The City will apply, as appropriate, to the California Housing Finance Agency (CHFA) for funding under the Multi-family Rehabilitation and New Infill Construction Program for the rehabilitation of low-income rental housing.

Achievements:

The City has not applied for funding from the cited program. Substantial increases in rents and property values made these programs undesirable to property owners. However, the Housing Authority, acting on behalf of and with the support of the City, has applied twice to CHFA for a HELP loan to support a 56-unit lower-income rental project. The second HELP application was approved in 2002.

Recommendations:

City recommends continuation of this program. (See Program 4.01 of the 1999 – 2006 Housing Element).

Goal 7: To ensure equal housing opportunities for all persons in Benicia regardless of race, religion, sex, marital status, ancestry, national origin, or color.

Program 7.01

The City will establish a complaint and mediation procedure for those persons who believe they have been denied access to housing because of their race, religion, sex, marital status, ancestry, national origin, or color.

Achievements:

In 1999, a study was conducted of the City's current complaint and mediation procedure for persons believing they have been discriminated against in seeking housing. If a person came to the City, they would be referred to the City Attorney's office. During the City Attorney's tenure at the City (4.5 years), she has not received any complaints. If she did, she would consult with the Benicia Housing Authority to determine if the complaint could be handled at the local level, or whether the State should be contacted. If the latter action were required, she would undertake that task. The Housing Authority provides a brochure describing fair housing practices, and they also make referrals to Legal Services of Northern California and Equal Rights Advocates.

The report was intended to be brought before the City Council but was not. The report recommended the following short-term measures: 1) amending Goal 7, Policy 7.01, and Program 7.01 in the current housing element to include all areas of fair housing; 2) making available updated federal and state fair housing materials at the City offices, the Housing Authority and the City library, the senior center, and Community Action Council; and 3) continue making referrals to HUD and state DFEH offices.

The report recommended the following long-term measures: 1) application to CDBG

funds or the Fair Housing Initiatives Program to perform fair housing testing and provide education, outreach, counseling and mediation services; 2) contract with a fair housing agency to analyze and test for impediments to fair housing in Benicia.

The City has not pursued either of the long-term recommendations and they are beyond current staff resources and are not allocated in the City's budget. Further the City does not believe there is a pressing need to pursue these longer term recommendations, as neither the City nor the Housing Authority has received, or is aware of, any housing discrimination complaints against the City. If the number of complaints suddenly rose to a substantial level, the City would then take appropriate action(s) in setting up a different process than the one currently in place.

Recommendations:

City recommends continuation of this program with language modifications that state the City will maintain its complaint and mediation process, and will make available information materials to the public in key places such as City Hall, the Housing Authority, the library, and other appropriate locations. The program will delineate specific persons/departments within the City where someone with a housing discrimination complaint should be referred. (See Program 5.01 of the 1999 – 2006 Housing Element).

Goal 8: To improve the energy efficiency of the housing stock in Benicia.

Program 8.01

The City will distribute information on currently available weatherization and energy conservation programs.

Achievements:

The currently provides such materials in the Community Development Department.

Recommendations:

City recommends continuation of this program with language modifications that state the City will continue to make available such materials. (See Program 6.01 of the 1999 – 2006 Housing Element).

Program 8.02

The City will implement state requirements, including Title 24 requirements, for energy conservation in new residential projects and encourage residential developers to employ additional energy conservation measures with respect to: 1) siting of buildings; 2) landscaping; and 3) solar access.

Achievements:

The City currently implements all Title 24 requirements.

Recommendations:

City recommends continuation of this program with language modifications that state the City will continue to implement Title 24 requirements. (See Program 6.02 of the 1999 – 2006 Housing Element).

APPENDIX C

Table C-1

Contacts for Participation in Housing Element Update Process

Groups/Organizations/Persons		
Legal Services of California 1810 Capital Street Vallejo, CA 94590	Chamber of Commerce Stephanie Christensen 601 First Street Benicia, CA 94510	Pacific Bay Homes Scott Goldie 938 Tyler Street Benicia, CA 94510
Community Action Council Viola Robertson 480 Military East Benicia, CA 94510	Affordable Housing Affiliation Bill McCune 1400 East 2 nd Street Benicia, CA 94510	Solano Affordable Housing Foundation Dennis McCray 2750 N. Texas Street, Suite 330 Fairfield, CA 94533
Solano County Board of Realtors 1302 Springs Road Vallejo, CA 04590	Philip R. Serna, Home Builders Association of Northern California PO Box 5160 San Ramon, CA 94583	Ron Glas 158 Banbury Court Benicia, CA 94510
Bob Berman 250 West K Street Benicia, CA 94510	Marilyn Bardet 333 East K Street Benicia, CA 94510	Joe Jacobson 489 East F Street Benicia, CA 94510
Reg Page 444 Mills Drive Benicia, CA 94510	Elizabeth Patterson 1215 West Second St. Benicia, CA 94510	Mike Roetzer 513 West I Street Benicia, CA 94510
Gary Salvadori 848 Leeds Court Benicia, CA 94510	Nancy Steele 41 Buena Vista Benicia, CA 94510	Ed Swenson 51 Alta Loma Benicia, CA 94510
Benicia Herald 820 First Street Benicia, CA 94510	Vallejo Times Herald 440 Curtola Parkway Vallejo, CA 94590	Contra Costa Times 2151 Salvio St. Ste 280 Concord, CA 94520
Jerry Hayes 150 West G Street Benicia, CA 94510	Sheli Ryan 921 Bradford Way Benicia, CA 94510	Jan Cox-Golovich 179 Harbor Vista Court Benicia, CA 94510

Groups/Organizations/Persons		
John Cosmides 588 Periwinkle Benicia, CA 94510	Robert Moore 751 West I Street Benicia, CA 94510	Jean Blanchard 37 Riverhill Circle Benicia, CA 94510
Annie Lloyd 329 Larkin Court Benicia, CA 94510	Gary Kallian 633 Belvedere Dr. Benicia, CA 94510	Ron Askham 684 Knight Drive Benicia, CA 94510
Mark Lobdell 108 Incline Place Benicia, CA 94510	Brad MacLane 436 York Dr. Benicia, CA 94510	Fred Railsback P.O. Box 1353 Benicia, CA 94510
Bonnie Silveria 641 West I Street Benicia, CA 94510	Alan Schwartzman 836 Oxford Way Benicia, CA 94510	John Metzler 1217 Military West Benicia, CA 94510
Debbie Armstrong 567 Morning Glory Benicia, CA 94510	Linda Alonzo Youth & Family Services 555 First Street Benicia, CA 94510	Cathy Ann Hewett 266 East B #68 Benicia, CA 94510
Bob Craft 323 Columbia Circle Benicia, CA 94510	D.A. Wilburn 358 Bridgeview Ct. Benicia, CA 94510	Tom & Ellie Skinner 418 Marina Place Benicia, CA 94510
Ruth Pierce 202 E. Second Benicia, CA 94510	Kitty Griffin 236 Baker Street Benicia, CA 94510	Joanne Boche 9 Ridge Cr. Benicia, CA 94510
Mary Frances Kelly Poh Community Action Council 480 Military East Benicia, CA 94510	Jan Van Landschoot 175 West H Street Benicia, CA 94510	GA Burgess 28 Buena Vista Benicia, CA 94510
Pat Everhart 878 Channing Cir Benicia, CA 94510	Dick Shafer 304 Steven Circle Benicia, CA 94510	Jim Snook 655 East K Street Benicia, CA 94510
Dana Foley 355 East L Street Benicia, CA 94510	Deborah Collins California Affordable Housing Law Project 449-15 th Street, Suite 301 Oakland, CA 94612	Kitty Hammer 867 Arbor Oaks Drive Vacaville, CA 95687

Source: City of Benicia, August 2002.

APPENDIX D: GLOSSARY OF U.S. CENSUS TERMS

The following terms have been defined by the U.S. Census for interpreting data found in Census reports and tables. These definitions are generally current. For reports based on earlier surveys, especially those published before 1990, the user should consult the printed reports for those years. As reports and surveys continue to evolve, definitions may also alter to accommodate these changes. These definitions can be further examined on the U.S. Census website at www.census.gov.

Children. The term "children," as used in tables on living arrangements of children under 18, are all persons under 18 years, excluding people who maintain households, families, or subfamilies as a reference person or spouse.

Own children in a family are sons and daughters, including stepchildren and adopted children, of the householder. Similarly, "own" children in a subfamily are sons and daughters of the married couple or parent in the subfamily. (All children shown as members of related subfamilies are own children of the person(s) maintaining the subfamily.) For each type of family unit identified in the CPS, the count of "own children under 18 years old" is limited to never-married children; however, "own children under 25" and "own children of any age," as the terms are used here, include all children regardless of marital status. The counts include never-married children living away from home in college dormitories.

Related children in a family include own children and all other children under 18 years old in the household who are related to the householder by birth, marriage, or adoption. The count of related children in families was formerly restricted to never-married children. However, beginning with data for 1968 the Bureau of the Census includes ever-married children under the category of related children. This change added approximately 20,000 children to the category of related children in March 1968.

Ethnic origin. People of Hispanic origin were identified by a question that asked for self-identification of the persons' origin or descent. Respondents were asked to select their origin (and the origin of other household members) from a "flash card" listing ethnic origins. People of Hispanic origin, in particular, were those who indicated that their origin was Mexican, Puerto Rican, Cuban, Central or South American, or some other Hispanic origin. It should be noted that people of Hispanic origin may be of any race.

People who were Non-Hispanic White origin, were identified by crossing the responses to two self-identification questions: (1) origin or descent and (2) race. Respondents were asked to select their race (and the race of other household members) from a "flash card" listing racial groups. Beginning with March 1989, the population is divided into five groups on the basis of race: White, Black, American Indian, Eskimo or Aleut, Asian or Pacific Islander, and Other races. The last category includes any other race except the four mentioned. Respondents who selected their race as White and indicated that their origin was not one of the Hispanic origin subgroups Mexican, Puerto Rican, Cuban, Central or South American, were called Non-Hispanic White origin.

Family. A family is a group of two people or more (one of whom is the householder) related by birth, marriage, or adoption and residing together; all such people (including related subfamily members) are considered as members of one family. Beginning with the 1980 Current Population Survey, unrelated subfamilies (referred to in the past as secondary families) are no longer included in the count of families, nor are the members of unrelated subfamilies included in the count of family members. The number of families is equal to the number of family households, however, the count

of family members differs from the count of family household members because family household members include any non-relatives living in the household.

Family group. A family group is any two or more people (not necessarily including a householder) residing together, and related by birth, marriage, or adoption. A household may be composed of one such group, more than one, or none at all. The count of family groups includes family households, related subfamilies, and unrelated subfamilies.

Family household. A family household is a household maintained by a householder who is in a family (as defined above), and includes any unrelated people (unrelated subfamily members and/or secondary individuals) who may be residing there. The number of family households is equal to the number of families. The count of family household members differs from the count of family members, however, in that the family household members include all people living in the household, whereas family members include only the householder and his/her relatives. See the definition of family.

Group quarters. As of 1983, group quarters were defined in the current population survey as noninstitutional living arrangements for groups not living in conventional housing units or groups living in housing units containing ten or more unrelated people or nine or more people unrelated to the person in charge. (Prior to 1983, group quarters included housing units containing five or more people unrelated to the person in charge.) Examples of people in group quarters include a person residing in a rooming house, in staff quarters at a hospital, or in a halfway house. Beginning in 1972, inmates of institutions have not been included in the Current Population Survey.

Household. A household consists of all the people who occupy a housing unit. A house, an apartment or other group of rooms, or a single room, is regarded as a housing unit when it is occupied or intended for occupancy as separate living quarters; that is, when the occupants do not live and eat with any other persons in the structure and there is direct access from the outside or through a common hall.

A household includes the related family members and all the unrelated people, if any, such as lodgers, foster children, wards, or employees who share the housing unit. A person living alone in a housing unit, or a group of unrelated people sharing a housing unit such as partners or roomers, is also counted as a household. The count of households excludes group quarters. There are two major categories of households, "family" and "nonfamily". (See definitions of Family household and Nonfamily household).

Household, family, or subfamily, Size of. The term "size of household" includes all the people occupying a housing unit. "Size of family" includes the family householder and all other people in the living quarters who are related to the householder by birth, marriage, or adoption. "Size of related subfamily" includes the husband and wife or the lone parent and their never-married sons and daughters under 18 years of age. "Size of unrelated subfamily" includes the reference person and all other members related to the reference person. If a family has a related subfamily among its members, the size of the family includes the members of the related subfamily.

Household, nonfamily. A nonfamily household consists of a householder living alone (a one-person household) or where the householder shares the home exclusively with people to whom he/she is not related.

Householder. The householder refers to the person (or one of the people) in whose name the housing unit is owned or rented (maintained) or, if there is no such person, any adult member, excluding roomers, boarders, or paid employees. If the house is owned or rented jointly by a married couple, the householder may be either the husband or the wife. The person designated as the householder is the "reference person" to whom the relationship of all other household members, if any, is recorded.

The number of householders is equal to the number of households. Also, the number of family householders is equal to the number of families.

Head versus householder. Beginning with the 1980 CPS, the Bureau of the Census discontinued the use of the terms "head of household" and "head of family." Instead, the terms "householder" and "family householder" are used. Recent social changes have resulted in greater sharing of household responsibilities among the adult members and, therefore, have made the term "head" increasingly inappropriate in the analysis of household and family data. Specifically, beginning in 1980, the Census Bureau discontinued its longtime practice of always classifying the husband as the reference person (head) when he and his wife are living together.

Mean (Average) income. Mean (average) income is the amount obtained by dividing the total aggregate income of a group by the number of units in that group. The means for households, families, and unrelated individuals are based on all households, families, and unrelated individuals, respectively. The means (averages) for people are based on people 15 years old and over with income.

Median income. Median income is the amount which divides the income distribution into two equal groups, half having incomes above the median, half having incomes below the median. The medians for households, families, and unrelated individuals are based on all households, families, and unrelated individuals, respectively. The medians for people are based on people 15 years old and over with income.

Single, when used as a marital status category, is the sum of never-married, widowed, and divorced people. "Single," when used in the context of "single-parent family/household," means only one parent is present in the home. The parent may be never- married, widowed, divorced, or married, spouse absent.

Married couple. A married couple, as defined for census purposes, is a husband and wife enumerated as members of the same household. The married couple may or may not have children living with them. The expression "husband-wife" or "married- couple" before the term "household," "family," or "subfamily" indicates that the household, family, or subfamily is maintained by a husband and wife. The number of married couples equals the count of married-couple families plus related and unrelated married-couple subfamilies.

Mobility status. The population was classified according to mobility status on the basis of a comparison between the place of residence of each individual to the time of the March survey and the place of residence 1 year earlier. Nonmovers are all people who were living in the same house at the end of the migration period and the beginning of the migration period. Movers are all people who were living in a different house at the end of the period rather than at the beginning. Movers are further classified as to whether they were living in the same or different county, state, region, or were movers from abroad. Movers are also categorized by whether they moved within or between central cities, suburbs, and nonmetropolitan areas of the United States.

Poverty definition. Following the Office of Management and Budget's (OMB's) Directive 14, the Census Bureau uses a set of money income thresholds that vary by family size and composition to detect who is poor. If a family's total income is less than that family's threshold, then that family, and every individual in it, is considered poor. The poverty thresholds do not vary geographically, but they are updated annually for inflation with the Consumer Price Index (CPI-U). The official poverty definition counts money income before taxes and excludes capital gains and noncash benefits (such as public housing, medicaid, and food stamps).

Poverty statistics are based on a definition developed by Mollie Orshansky of the Social Security Administration (SSA) in 1964¹ and revised in 1969 and 1981 by interagency committees. This definition was established as the official definition of poverty for statistical use in all Executive departments by the Bureau of the Budget (BoB) in 1969 (in Circular No. A-46); after BoB became The Office of Management and Budget, this was reconfirmed in Statistical Policy Directive No. 14.

The original poverty definition provided a range of income cutoffs or thresholds adjusted by such factors as family size, sex of the family head, number of children under 18 years old, and farm-nonfarm residence. At the core of this definition of poverty was the economy food plan, the least costly of four nutritionally adequate food plans designed by the Department of Agriculture. It was determined from the Department of Agriculture's 1955 Household Food Consumption Survey that families of three or more people spent approximately one-third of their after-tax money income on food; accordingly, poverty thresholds for families of three or more people were set at three times the cost of the economy food plan. Different procedures were used to calculate poverty thresholds for two-person families and people living alone in order to compensate for the relatively larger fixed expenses of these smaller units. For two-person families, the cost of the economy food plan was multiplied by a factor of 3.7 (also derived from the 1955 survey). For unrelated individuals (one-person units), no multiplier was used; poverty thresholds were instead calculated as a fixed proportion of the corresponding thresholds for two-person units. Annual updates of these SSA poverty thresholds were based on price changes of the items in the economy food plan.

As a result of deliberations of a Federal interagency committee in 1969, the following two modifications to the original SSA definition of poverty were adopted²:

- The SSA thresholds for nonfarm families were retained for the base year 1963, but annual adjustments in the levels were based on changes in the Consumer Price Index (CPI) rather than on changes in the cost of foods in the economy food plan.
- The farm thresholds were raised from 70 to 85 percent of the corresponding nonfarm levels. The combined impact of these two modifications resulted in an increase in the tabulated totals for 1967 of 360,000 poor families and 1.6 million poor people.

In 1981, three additional modifications in the poverty definition recommended by another interagency committee were adopted for implementation in the March 1982 CPS as well as the 1980 census:

- Elimination of separate thresholds for farm families.
- Elimination (by averaging) of separate thresholds for female-householder families and "all other" families (earlier termed "male-headed" families).
- Extension of the detailed poverty threshold matrix to make the largest family size category "nine people or more"
- For further details, see the section, "Changes in the Definition of Poverty," in Current Population Reports, Series P- 60, No. 133.

¹For a detailed discussion of the original SSA poverty thresholds, see Mollie Orshansky, Counting the Poor: Another Look at the Poverty Profile, Social Security Bulletin, vol. 28, no. 1, January 1965, pp. 3-29 (reprinted in Social Security Bulletin, vol. 51, no. 10, October 1988, pp. 25-51); and Who's Who Among the Poor: A Demographic View of Poverty, Social Security Bulletin, vol. 28, no. 7, July 1965, pp. 3-32.

²Poverty thresholds for 1959-1967 were recalculated on this basis, and revised poverty population figures for those years were tabulated using the revised thresholds. These revised 1959- 1967 poverty population figures have been published in Census Bureau reports issued since August 1969 (including the present report). Because of this revision, poverty statistics from documents dated before August 1969 are not comparable with current poverty statistics.

The poverty thresholds are increased each year by the same percentage as the annual average Consumer Price Index (CPI). The poverty thresholds are currently adjusted using the annual average CPI-U (1982-84 = 100). This base year has been used since 1988. From 1980 through 1987, the thresholds were adjusted using the CPI-U (1967 = 100). The CPI (1963 = 100) was used to adjust thresholds prior to 1980.

For further information on how the poverty thresholds were developed and subsequent changes in them, see Gordon M. Fisher, *"The Development and History of the Poverty Thresholds,"* Social Security Bulletin, vol.55, no.4, Winter 1992, pp. 3-14.

Race. The race of individuals was identified by a question that asked for self-identification of the person's race. Respondents were asked to select their race from a "flashcard" listing racial groups.

The population is divided into five groups on the basis of race: White; Black; American Indian, Eskimo or Aleut; Asian or Pacific Islander; and Other races beginning with March 1989. The last category includes any other race except the four mentioned. In most of the published tables "Other races" are included in the total population data line but are not shown individually.

Tenure. A housing unit is "owned" if the owner or co-owner lives in the unit, even if it is mortgaged or not fully paid for. A cooperative or condominium unit is "owned only if the owner or co-owner lives in it. All other occupied units are classified as "rented," including units rented for cash rent and those occupied without payment of cash rent.

Units in structure. In the determination of the number of units in a structure, all housing units, both occupied and vacant, were counted. The statistics are presented in terms of the number of occupied housing units in structures of specified size, not in terms of the number of residential structures.

Unmarried couple. An unmarried couple is composed of two unrelated adults of the opposite sex (one of whom is the householder) who share a housing unit with or without the presence of children under 15 years old. Unmarried couple households contain only two adults.

APPENDIX E

HOUSING/PROPERTY CONDITION SURVEY

ADDRESS _____ PARCEL # _____

Vacant For Sale For Rent Condemned

APPROXIMATE AGE

<10 years 11-20 years 21-30 years 31-50 years 50 + years

EXTERIOR FINISH TYPE

Wood Siding Masonry
Stucco Mixed
Other

STRUCTURE TYPE

Single Family Modular
Mobilehome
Duplex
Multifamily (# of units _____)
Other (Explain _____)

1. DWELLING UNIT CONDITION

A. Foundation

Good condition 0
Cracked/broken, but reparable 5
Needs partial replacement 10
Need complete replacement 20
No foundation 25

B. Roofing

Good condition 0
Cracked/broken/curled shingles/shakes 5
(incl. broken downspouts & rain gutters)
Needs partial re-roofing 10
Needs complete re-roofing 20
Roof structure needs replacement 25
(roofline is bowed, wavy, or uneven)

C. Siding (incl. fascia boards & gables)

Good condition 0
Needs repainting 3
Cracked/broken in spots, but reparable 5
Needs replacement 10
(siding is too deteriorated to repair)
Not Visible 0

D. Windows/Doors (incl. jambs/frames)

Good condition 0
Needs repainting 3
Cracked/broken, but reparable 5
Need complete replacement 10

DWELLING UNIT CONDITION RATING

0	= Excellent
3 – 9	= Sound
10 – 15	= Minor rehabilitation
16 – 39	= Moderate rehabilitation
40 – 55	= Substantial rehabilitation
56+	= Dilapidated

Definitions

Excellent: A dwelling unit that is new or well maintained and structurally intact (no visible deficiencies). Foundation appears structurally undamaged, and rooflines are straight. Windows, doors, and siding are in good repair. Exterior paint is in good condition.

Sound: A dwelling unit that requires minor deferred maintenance, such repainting, window repairs, the replacement of a few shingles on the roof, or the repair of cracks in the foundation.

Minor Rehabilitation: A dwelling unit that shows signs of multiple deferred maintenance or that requires the repair of one major component.

Moderate Rehabilitation: A dwelling unit that requires multiple repairs and the replacement of a major component.

Substantial Rehabilitation: A dwelling unit that requires the repair or replacement of all exterior components.

Dilapidated: A dwelling unit that suffers from excessive neglect, appears structurally unsound and not safe for human habitation, and may not be feasible to rehabilitate.

APPENDIX F

Vacant Land Inventory Site Map Key

Site Map Number	Location	Site Conditions	Total Acres	Density (Units/Acre)		Number of Potential Units
				Permitted By Zoning Ordinance	Average Construction Density	
Single-Family Residential (RS) Under 1 Acre						
1	Military West and 10 th	Flat with a small gully at the west edge of property	.86	7	4.5	4
2	Military West and 3 rd	Flat with minor slope to the street, spring in the middle	.70	7	7	5
3	1 st and N Street	Slope, drainage, and grading issues	.80	7	2.5	2
4	East J Between East 2 nd and East 3 rd	Minor slope	.49	7	4	2
5	East 3 rd and I Street	Flat, no constraints	.43	7	4.5	2
6a	East J and East 7 th Street	Soil issues, wicking required	.86	7	4.5	4
6b	East J and East 7 th Street	Soil issues, wicking required	.43	7	4.5	2
7	East 5 th and K Street	Flat, no issues	.21	7	5	1
8	East N Between 5 th and 6 th	Creek, access constraints	.31	7	6	2
9	East N Between 6 th and 7 th	Minor slope	.43	7	7	3
10	Casa Grande and Vecino	Flat, no constraints	.63	7	6	4
11	East J Street Between 532 and 520	Flat, no constraints	.14	7	7	1
12	Between West J and I St.	Creek	.56	7	3.5	2
13	7 th Street Right of Way	Pond with wetlands on-site	.38	7	5	1
14	1100 West L Street	Flat, no constraints	.18	7	5.5	1

Site Map Number	Location	Site Conditions	Total Acres	Density (Units/Acre)		Number of Potential Units
				Permitted By Zoning Ordinance	Average Construction Density	
Single-Family Residential (RS) Between 1 and 2 Acres						
15	West L and 11th	Minor slope	1.37	7	4	5
16	Military at West 7th	Slope, access is limited. Approximately 50% of site is occupied by a stream and associated vegetation.	1.55	7	1	2
17	Military and West 5th	Gully in the middle – backfill	1.60	7	2.5	4
Single-Family Residential (RS) Over 2 Acres						
18	Tourtelot	Development planned	110	7	3.5	417
Medium Density Residential (RM) Under 1 Acre						
19	West 6th and K Street	Flat, no constraints	.36	14	14	5
20	East 5th and E Street	Flat, no constraints	.71	14	14	10
21	East H and 6th Street	Slope, rocky soils	.86	14	7	6
22	East H Street Between 5th and 6th Street	Flat, no constraints	.21	14	9.5	2
23	East H Street Between 5th and 6th Street	Flat, no constraints	.21	14	9.5	2
Medium Density Residential (RM) Between 1 and 2 Acres						
24	Military West 5th Street	Development planned: Hearthstone ¹	1.0	14	12	12
Medium Density Residential (RM) Over 2 Acres						
25	Rose Drive	Development planned: Bayridge ²	3.74	14	13	50
High Density Residential (RH) Under 1 Acre						
26	East 4th and L Street	Development planned: Eagle Glen ³	.48	21	12.5	6
27	East N and 7th Street	Flat, no constraints	.14	21	21	3

Site Map Number	Location	Site Conditions	Total Acres	Density (Units/Acre)		Number of Potential Units
				Permitted By Zoning Ordinance	Average Construction Density	
High Density Residential (RH) Over 2 Acres						
28	1st and 780	Development planned: Rockridge ⁴	3.6	21	15.5	56
Commercial Office (CO) ⁵						
29	Adams and Park	In a designated historic district	7.29	2,000 sq. ft./unit	--	48
30	West J and 5th	Flat, no constraints	.35	2,000 sq. ft./unit	--	3
Downtown Commercial (CD) ⁶						
31	1st and D Street	Flat, no constraints	.43	2,000 sq. ft./unit	--	3
32	1st and B Street	Soil issues	1.72	2,000 sq. ft./unit	--	14
33	East 2nd and E Street	Flat, no constraints	2.13	2,000 sq. ft./unit	--	17
34	1 st Street between B and C Streets	Flat, adj. to shoreline, historic district	.396	2,000 sq. ft./unit	--	3

Source: City of Benicia, May 2002.

¹Hearthstone is a 12-unit for-purchase single-family self-help project. This project is 100 percent affordable with 50 percent of the units for very low- and 50 percent for low-income households. Hearthstone has City entitlements completed. The majority of funding is secured and construction loans are expected to close by June 2002.

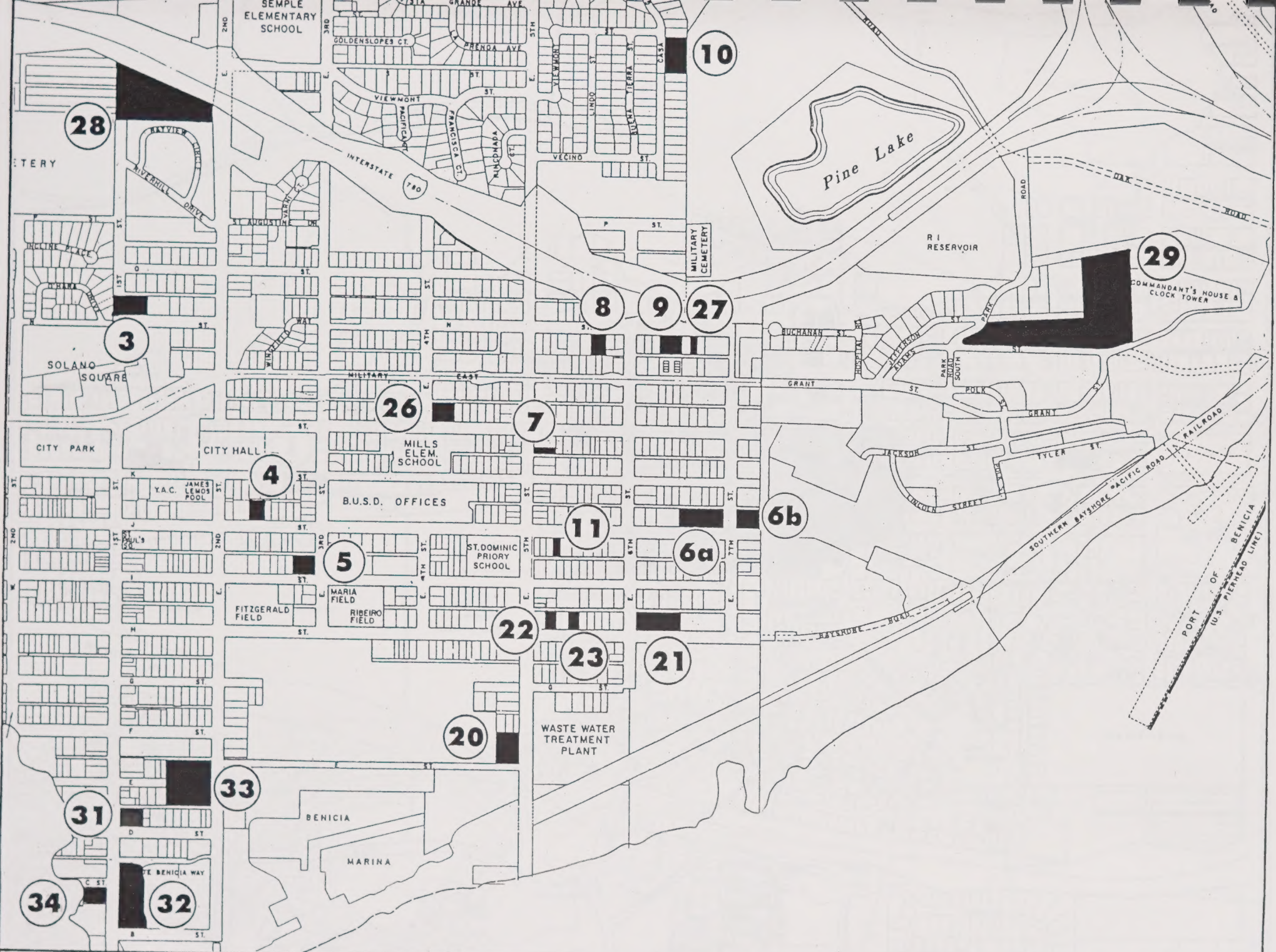
²Bayridge is a 50-unit multi-family rental project. This project is 100 percent affordable with 50 percent of the units for very low- and 50 percent for low-income households. Bayridge has all City entitlements and is in the process of seeking a funding source.

³Eagle Glen is a 6-unit multi-family rental project. This project is 100 percent affordable to low-income households. Eagle Glen is in the pre-design and pre-development stage and does not have a funding source secured or been approved with City entitlements.

⁴Rockridge is a 56-unit multi-family rental project. Rockridge is 100 percent affordable with 43 units affordable to very low-income households and 13 units affordable to low-income households. Rockridge is fully entitled and is currently awaiting a response from potential funding sources.

⁵Permitted above ground level. Units over commercial in CO calculated as follows: gross acreage x 50 percent (deduction for parking, landscaping, setbacks, common areas) = net acreage x 1.0 floor area ratio (FAR) (reduced from allowed 1.2, which does not appear achievable on CO sites) = gross bldg. sq. ft. x 50 percent (assumes all of second floor would be developed for residential) = net bldg. sq. ft. for residential x 60 percent (40 percent deduction for non-living space areas) + 1,000 sq. ft. (size of living area) = number of units.

⁶Permitted above ground level. Units over commercial in CD calculated as follows: gross acreage x 50 percent (deduction for parking, landscaping, setbacks, common areas) = net acreage x 1.2 FAR (reduced from allowed 2.4, which does not appear achievable on CD sites) = gross bldg. sq. ft. x 50 percent (assumes all of second floor would be developed for residential) = net bldg. sq. ft. for residential x 60 percent (40 percent deduction for non-living space areas) + 1,000 sq. ft. (size of living area) = number of units.









APPENDIX G

COMMUNITY DEVELOPMENT DEPARTMENT PERMIT AND RESIDENTIAL DEVELOPMENT IMPACT FEES

Table G-1

Processing Fees

Planning Application	Fee
General Plan Amendment	\$1,400 plus \$40/acre (0-10 acres) \$20/acre (10.1-20 acres) \$10/acre (20+ acres)
Zone Change/Overlay District	\$1,100 plus \$30/acre (0-10 acres) \$15/acre (10.1-20 acres) \$8/acre (20+ acres)
Annexation	\$1,500
Ordinance Revision	\$750
Planned Development	\$1,800 plus \$50/acre (1-10 acres) \$25/acre (10.1-20 acres) \$15/acre (20+ acres)
Overlay District Plan	\$1,700
Development Agreement	\$3,000
Use Permit (Commission)	\$400 ¹ \$500 ² \$600 ³
Use Permit (Staff)	\$300
Use Permit (day care/accessory dwelling)	\$100
Use Permit (temporary)	\$100
Variance	\$300 Single-Family projects \$500 all other projects
Design Review (Planning Commission)	\$700
Design Review (Design Review Commission)	\$500
Design Review (Staff)	\$500
Design Review (Minor)	\$100
Design Consultation Administration	15 percent of total contract cost
Appeal	\$75

Planning Application	Fee
Home Occupation	\$10
Sign Program	\$75
Sign Permit	\$25
Condominium Conversion	\$1,700
View Complaint (Staff)	\$300
View Complaint (Commission)	\$500
Tree Removal Permit	\$20
Transfer of Density	\$600
Game Center Permit	\$250
Mobile Home Park Conversion	\$1,000
Extension of Approval (Staff)	\$150
Extension of Approval (Commission)	\$200
Environmental Review	Fee
Filed exemption from the California Environmental Quality Act (CEQA)	\$25
Initial Study	\$300
Negative Declaration	\$300 (unmitigated) \$600 (mitigated)
Mitigation Monitoring Program	\$100
Verification of Determination	\$150
Consultant Administration/Negative Declaration	15 percent of consultant contract costs
Environmental Impact Report (EIR)	15 percent of consultant contract costs
State Fish and Game Department Fee	\$875 for EIR \$1,275 for Negative Declaration

Source: City of Benicia, February 2002.

¹Office projects up to 2,500 square feet; residential projects up to six units; commercial/industrial/institutional projects up to 7,500 square feet.

²Office projects 2,501 to 7,500 square feet; residential units 7 to 20 units; commercial/industrial/institutional projects 7,501-20,000 square feet.

³All other projects.

Table G-2

Permit, Inspection, and Impact Fee Schedule

Type of Fee	Fee Per Unit
Building Permit Fee (Paid to Building Division)	
Single-Family Dwelling	
1,200 square feet	\$1,100
2,600 square feet	\$1,950
Multi-Family Dwelling (5 units, 5,000 square feet total)	\$2,600
Building Plan Check Fee (Paid to Building Division)	
Single-Family Dwelling	
1,200 square feet	\$560
2,600 square feet	\$950
Multi-Family Dwelling (5 units, 5,000 square feet total)	\$1,300
SMIP (Strong-Motion Instrumentation Program) Earthquake Strength (Paid to Building Division)	.0001 of the structure value (minimum \$.50)
Fire Sprinkler Fee (Paid to Fire Marshall)	5 percent of contract price, plus \$15 issuance fee
Improvement Plan Checking (Paid to Engineering Division)	1 percent of cost of work (\$100 minimum)
Revisions to Approved Improvement Plan (Paid to Engineering Division)	1 percent of cost of work (\$100 minimum)
Final Map Checking (Paid to Engineering Division)	\$100 plus \$2.50 per lot
Inspection Fee (Paid to Engineering Division)	5 percent of cost of work (\$25 minimum)
Encroachment Permit (Paid to Engineering Division)	\$10 permit fee, plus 5 percent
Traffic Impact Fee (Paid to Building Division)	
Single-Family per dwelling unit	\$944
Townhouse/Condominium per dwelling unit	\$514
Apartment per dwelling unit	\$542
Retirement Community per dwelling unit	\$262
Accessory dwelling	\$262
Park Dedication Fee (Paid to Building Division)	
Single-Family per dwelling unit	\$5,183
Duplex and low-density multi-family per dwelling unit	\$4,492
Medium and high-density multi-family per dwelling unit	\$3,455
Capital License Fee (Paid to Building Division)	
Single-Family or Townhouse	\$838
Duplex unit, apartment unit, air-space condo unit, or accessory dwelling	\$419
Sewer Connection (Paid to Building Division)	
Per dwelling unit	\$7,500
Accessory dwelling (50 percent less for accessory units)	\$3,750

Type of Fee	Fee Per Unit
Sewer Inspection (Paid to Building Division)	\$25
Water Connection (Paid to Building Division)	
Per dwelling unit	\$7,635
Accessory dwelling	\$3,818
Additional meters (irrigation, etc.)	
¾" Meter	\$4,521
1" Meter	\$8,047
1 ½" Meter	\$18,084
2" Meter	\$32,144
3" Meter	\$72,336
4" Meter	\$128,577
6" Meter or larger	Subject to negotiation
Water Meter (Paid to Building Division)	
¾" Meter	\$75
1" Meter	\$110
1 ½" Meter	\$200
2" Meter	\$500
3" Meter or larger	Estimated total cost of installation
School Impact Fee (Paid to Benicia Unified School District)	
Single-Family dwelling	\$2.67 per square foot
Multi-Family dwelling	\$2.67 per square foot
Commercial Building	\$0.32 per square foot
Public Facilities Fee (Paid to Solano County)	
Single-Family dwelling	\$1,790
Multi-Family dwelling	\$1,550
Library Book Fee (Paid to Building Division)	
Single-family, condominium and townhouse per dwelling unit	\$199

Source: City of Benicia, February 2002.

U.C. BERKELEY LIBRARIES



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